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PRELIMINARY EMERGENCY PLANNING FRAMEWORK(U) DOWNEY AND
SMALL ASSOCIATES INC BETHESDA MD E A DOWNEY ET AL.
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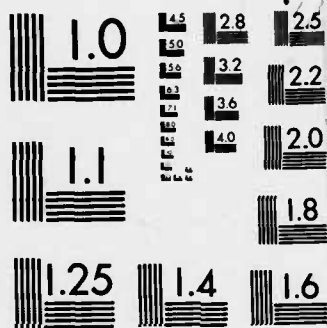
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by the agency responses to the E.O. and the development of a preliminary framework for a FEMA part to the E.O.; third, the development of preliminary structured analysis models of emergency communications functions and preparations,

The report concludes that Executive Order 11490 lacks functional coherence, and that important problems of overall completeness and functional interdependencies were not adequately addressed by the reviewing agencies.

The following recommendations are made: that a graphic mobilization planning framework be developed to address the above problems; that cross-references between the graphic framework and agency responsibilities be provided; and, that graphic framework models of specific issue areas be developed to aid in clarifying the roles of involved agencies.

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RESEARCH SUMMARY

Project 20600 Emergency Preparedness Planning

TITLE: "Preliminary Emergency Planning Framework," E. A. Downey and A. W. Small, January 30, 1983, Downey and Small Associates, Inc. (Unclassified) (90 pages)

ACCESSION NUMBER:

BACKGROUND: This research effort was conducted under FEMA Contract Number EMW-C-1045 for the Mobilization Plans Division, Office of Mobilization Preparedness, to aid in the revision of Executive Order (E.O.) 11490, "Assigning Emergency Preparedness Functions to Federal Departments and Agencies."

The project comprised three tasks: (1) analysis of cross references of agencies' involvement in specific emergency functions, as stated in the individual agency sections of the E.O.; (2) categorization of issues raised by the agencies' comments on the January 1982 draft revision of the E.O.; and (3) development of preliminary structured analysis models for preparation and operations elements of the emergency communications function.

FINDINGS: Neither the extant version of E.O. 11490 nor the January 1982 draft revision was sufficiently comprehensive, and both lack functional coherence. Also, significant problems regarding functional interdependencies were not adequately addressed in the reviews of the draft revision by the agencies concerned.

EVALUATION AND IMPACT: This research effort has both near- and long-term value. Results of the first two tasks are assisting FEMA staff in coordinating the resolution of remaining E.O. 11490 issues. The third task effort has provided a graphic demonstration of a structured analysis framework that can lead to more comprehensive planning in the future.

An overall graphic mobilization planning framework is needed to show clearly the critical functional interdependencies among emergency preparedness planning and operations activities. This would provide FEMA with an effective systems methodology for integrating the emergency preparedness functions of the Federal departments and agencies.

PRELIMINARY
EMERGENCY PLANNING FRAMEWORK

FINAL REPORT

Elizabeth A. Downey
Albert W. Small

January 30, 1983

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ABSTRACT

This report provides a preliminary emergency planning framework for assisting the Mobilization Plans Division of the Office of Mobilization Preparedness in its revisions of Executive Order 11490.

The results of three tasks are presented: first, an analysis of cross-references of agencies' involvement as stated in the individual agency parts of the E.O.; second, the categorization of issues raised by the agency responses to the E.O. and the development of a preliminary framework for a FEMA part to the E.O.; third, the development of preliminary structured analysis models of emergency communications functions and preparations.

The report concludes that Executive Order 11490 lacks functional coherence, and that important problems of overall completeness and functional interdependencies were not adequately addressed by the reviewing agencies.

The following recommendations are made: that a graphic mobilization planning framework be developed to address the above problems; that cross-references between the graphic framework and agency responsibilities be provided; and, that graphic framework models of specific issue areas be developed to aid in clarifying the roles of involved agencies.

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Section 1

INTRODUCTION

The Preliminary Emergency Planning Framework effort was initiated by Downey & Small Associates, Inc., on October 4, 1982 under FEMA Contract No. EMW-C-1045. The purpose of the effort was to assist the Mobilization Plans Division of the Office of Mobilization Preparedness, in its revisions of Executive Order 11490, "Assignment of Emergency Preparedness Functions to Federal Agencies and Departments."

The effort consisted of three tasks. In the first task, the Draft E.O. was reviewed to examine the cross references of agency involvement as stated in the individual agency parts of the document. The complete cross reference list by part, in the order in which the parts appear in the E.O., is contained in Section 2.

In the second task, the issues raised by forty six agency responses to the Draft were categorized, and for each issue-topic the references to agency responses were provided. The results are shown in Section 3. A separate section, Section 4, was developed to give a preliminary framework to a proposed FEMA part for the E.O.

In the third task, preliminary structured analysis models of emergency communications functions and preparations were developed, and are shown in Section 4.

Section 2

E.O. 11490 CROSS REFERENCES

The January 5, 1982 Draft of Executive Order 11490 contains 33 department and agency parts describing the emergency preparation functions assigned to those departments and agencies.

Throughout the Order there are numerous cross references where the description of an agency's emergency function refers to another agency's involvement in that function. However, in the majority of cases, that other agency's part makes no reference back to involvement with the referencing agency, or refers back on a related or different topic. In some cases the referenced agency's part has a general reference on the same or related topic to "all agencies" or to "appropriate agencies". In very few cases are there exact cross references between agency parts.

This situation requires careful analysis of the references in all agency parts of the Order to assist in ensuring that agency plans and preparations are properly integrated.

To aid in the required analysis, Table 2.1 identifies the inconsistencies and overlaps of the cross references. Each sub-table addresses the references made to one specific agency. For each reference to that agency, the sub-table lists the references back to the referring agency as well as any general reference on the same or related topic to "all or appropriate" agencies. The general reference codes are defined in Table 2.2.

(References to specific and "all or appropriate" agencies contained in Part 1 Purpose and Scope, and Part 35 General Provisions are not listed, as all agencies are expected to take note of their assignments in these parts.)

Table 2.1(a)
DEPARTMENT OF STATE (2)

REFERENCES TO DOS		REFERENCES BACK	GEN. REF. ON TOPIC
4. DOD			
401(4) p.10	Critical materials		2P1,2 2L1*
401(22) p.13	Overseas dependents		2L1
401(23) p.13	U.S. citizens abroad- protection		2L1
5. DOJ			
501(8) p.15	Alien travel		2L1
501(9) p.16	Alien's property		
14. DOE			
1401(9) p.54	International activities		2P1,2 2L1
15. NRC			
1501(7) p.56	International liaison		2P1,2 2L1
18. E-I Bank			
1801(b) p.59	International activities		2P1,2 2L1

* General Reference Code, described in Table 2.2

Table 2.1(b)
DEPARTMENT OF THE TREASURY (3)

REFERENCES TO Treas		REFERENCES BACK	GEN. REF. ON TOPIC
5. DOJ			
501(8) p.15	Alien control in U.S.		
18. E-I Bank			
1801(a) p.59	International activities		3P1
19. FBSA			
1901 p.59	Financial Stabilization		3P1
1902 p.60	War losses		3P1
27. SEC			
2701 p.71	Financial control plans		3P1
13. DOT		<u>Overlapping Topics</u>	
1301(8) p.43	Emergency ops control of shipping	301(17) p.9	Marine inspection and navigation laws
1303 p.45	Emergency ops plans		

Table 2.1(c)
DEPARTMENT OF DEFENSE (4)

REFERENCES TO DOD		REFERENCES BACK	GEN. REF. ON TOPIC
10. DOL			
1002(5) p.33	Labor-management relations		
11. DHHS			
1103(1) p.36	Health Services		
1103(2) p.36	Mobilization of Health Resources		
1103(4) p.36	Education of Health Personnel		
14. DOE			
1401(c) p.51	DOE gives Technical Advice		4P1,2
21. GSA			
2102(9) p.65	Industrial plants (reserve)		4P1,2
2102(11) p.66	Facilities protection		4L1
23. NASA			
2301(2) p.68	NASA provides assistance		4P1
25. NSF			
2501(lb) p.69	Scientific workforce		4P1
32. VA			
3201(1) p.79	Emergency patient care		
34. SSS			
3401(1) p.82	Untrained work force		
3401(3) p.82	Deferments (refer to 3503 which refers to DOD)		4P1

Continued on next page

Table 2.1(c) (Continued)
DEPARTMENT OF DEFENSE (4)

REFERENCES TO DOD		REFERENCES BACK	GEN. REF. ON TOPIC
<u>Different Topics</u>			
29. TVA			
2901(3) p.73	Flood control	401(29) p.13	Inland waterways and navigation
2901(6) p.73	Fertilizer		4P1,2
2901(7) p.74	Munitions		4P1,2
<u>Overlapping Topics</u>			
13. DOT			
1301(8) p.43	Emergency ops control of shipping	401(29) p.13	Inland waterways and navigation
1302(4) p.45	Control of passengers & cargo		
1302(4) p.45	Control of passengers & cargo	401(25) p.13	Control of air traffic
1303(2) p.45	Resource mgt. of Nat'l Aviation System		
2901(7) p.74	Munitions		4P1,2
29. TVA			
2901(2) p.73	Inland waterways	401(29) p.13	Inland waterways and navigation
			4P1,2

Table 2.1(d)
DEPARTMENT OF JUSTICE (5)

REFERENCES TO DOJ	REFERENCES BACK	GEN. REF. ON TOPIC
6. USPS		
603(1) p.18 Alien enemy registration		

Table 2.1(e)
UNITED STATES POSTAL SERVICE (6)

REFERENCES TO USPS		REFERENCES BACK	GEN. REF. ON TOPIC
11. OHS		<u>Overlapping Topics</u>	
1104(1) p.37	Community Welfare Services	603(2) p.19	Registering displaced persons

Table 2.1(f)
DEPARTMENT OF THE INTERIOR (7)

REFERENCES TO DOI		REFERENCES BACK	GEN. REF. ON TOPIC
4. DOD			
401(27) p.13	Water requirements		7P1
11. DHS			
1104(1) p.38	Emergency welfare service		
13. DOT			
1301(1) p.43	Petroleum and natural gas		
29. TVA			
2901(2) p.73	Inland waterway control		7P1
2901(4) p.73	Water supplies		7P1
		<u>Different Topics</u>	
8. USDA			
804(4) p.25	Water for food and agriculture	703(4) p.21	Timber and agriculture
9. DOC			
902(6) p.29	Water claimancy	702(1) p.20	Minerals
		703(2) p.20	Essential facilities
		703(4) p.21	Coastal zone
17. EPA			
1752(1) p.58	Potable water	703(4) p.21	Reclamation and environ. quality

Continued on next page

Table 2.1(f)(Continued)
DEPARTMENT OF THE INTERIOR (7)

REFERENCES TO DOI		REFERENCES BACK	GEN. REF. ON TOPIC
		<u>Same Topics</u>	
8. USDA			
804(4) p.25	Water for food & agriculture	703(3) p.20	Allocation of water
17. EPA			
1752(1) p.58	Potable water	703(3) p.20	Potable water

Table 2.1(g)
DEPARTMENT OF AGRICULTURE (8)

REFERENCES TO USDA		REFERENCES BACK	GEN. REF. ON TOPIC
11. DHS			
1104(1) p.38	Community welfare services		
29. TVA			
2901(6) p.73	Fertilizer		
2901(9) p.74	Fish and game harvesting		
7. DOI		<u>Different Topics</u>	
703(4) p.21	Timber & agriculture	804(4) p.25	Water for food & agriculture 8Pl
7. DOI		<u>Same Topics</u>	
703(3) p.20	Allocation of water	804(4) p.25	water for food & agriculture

Table 2.1(h)
DEPARTMENT OF COMMERCE (9)

REFERENCES TO DOC		REFERENCES BACK	GEN. REF. ON TOPIC
2. DOS			
201(6) p.8	Export control		
3. Treas			
301(9) p.9	Foreign financial dealings		
4. DOD			
401(6) p.10	Production controls		9P2
401(13) p.11	National defense facilities		9P2
8. USDA			
803(3) p.24	Forest products		9P2
10. DOL			
1002(5) p.33	Labor-management relations		
11. DHS			
1104(1) p.37	Welfare services		
15. NRC			
1501(5) p.55	Scientific information		9P1
18. E-I Bank			
1801(b) p.59	Use of bank resources		
21. GSA			
2102(9) p.65	Industrial reserve		
27. SEC			
2701(5) p.71	Flight of capital		
29. TVA			
2901(6) p.73	Fertilizer		
2901(9) p.74	Forest products		

Continued on next page

Table 2.1(h) (Continued)
DEPARTMENT OF COMMERCE (9)

REFERENCES TO DDC		REFERENCES BACK	GEN. REF. ON TOPIC
34. SSS	3401(3) p.82	Deferment (3401 refers to 3503 which refers to DDC)	
7. DOI	702(1) p.20	Minerals	
	703(2) p.20	Essential facilities	
	703(4) p.21	Coastal zone	
		<u>Different Topics</u>	
		902(6) p.29	water claimancy

Table 2.1(1)
DEPARTMENT OF LABOR (10)

REFERENCES TO DOL		REFERENCES BACK	GEN. REF. ON TOPIC
5. DOJ			
502(2) p.17	Penal institutions		10P1
11. DHS			
1102(2) p.34	Definition of Health Manpower		10P1
1103(2) p.36	Mobilization of Health Resources		10P1
1104(1) p.37	Welfare Services		
25. NSF			
2501(1) p.69	Scientific workforce mobilization		10P1
2501(1b) p.69	Scientific workforce utilization		10P1
26. RRB			
2601(1) p.70	Workforce mobilization		10P1
30. OPM			
3001(5) p.75	Wage stabilization		
34. SSS			
3401(3) p.82	Deferment (3401 refs. 3503 which refs. DOL)		10P1

Table 2.1(j)

DEPARTMENT OF HEALTH AND HUMAN SERVICES (11)

REFERENCES TO DHHS		REFERENCES BACK	GEN. REF. ON TOPIC
5. D0J			
501(8) p.15	Aliens' travel		11P4
501(11) p.16	Drug control		11P1
502(3) p.17	I.D. and location of persons		11P1,4
21. GSA			
2102(8) p.65	C.D. medical stockpile		
29. TVA			
2901(4) p.73	T. Valley health and water		
34. SSS		<u>Different Topics</u>	
3401(3) p.82	Deferment ref. to Section 3503 which ref. DHHS	1104(1) p.37	Support to welfare services
6. USPS		<u>Overlapping Topics</u>	
603(2) p.19	Displaced population re welfare enquiries	1104(1) p.37	Welfare services
12. DHUD			
1205(1) p.42	Temporary housing	1104(1) p.37	Welfare services
32. VA			
3201(1) p.79	VA patient care	1103(1) p.36	Emerg. health service
		1103(2) p.36	Mobilization health resources
		1103(4) p.36	Education & training for health non-professionals

Table 2.1(k)
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (12)

REFERENCES TO DHUD		REFERENCES BACK	GEN. REF. ON TOPIC
7. DOI			
703(4) p.21	Relocation of population		
13. DOI			
1303(4b) p.46	Urban mass transportation		
11. DHS			
1104(1) p.37	welfare service		
		1205(1) p.42	Temporary or permanent housing

Overlapping Topics

Table 2.1(1)
DEPARTMENT OF TRANSPORTATION (13)

REFERENCES TO DOT		REFERENCES BACK	GEN. REF. ON TOPIC
10. DOL			
1002(5) p.33	Labor-management relations		
22. ICC			
2201 p.67	Coordination of overall plans		13L2
29. TVA			
2901(2) p.72	Inland waterways		
<u>Overlapping Topics</u>			
3. Treas			
301(17) p.9	Marine inspection and navigation laws	1301(8) p.43	Emergency ops control of shipping
		1303 p.45	Emergency ops plans
4. DOD			
401(29) p.13	Inland waterways and navigation	1301(8) p.43	Emergency ops control of shipping
		1302(4) p.45	Control of passengers and cargo
401(25) p.13	Control of air traffic	1302(4) p.45	Control of passengers and cargo
		1303(2) p.45	Resource mgt of Nat'l Aviation System

Table 2.1(1)(Continued)
DEPARTMENT OF TRANSPORTATION (13)

REFERENCES TO DOT		REFERENCES BACK	GEN. REF. ON TOPIC
		<u>Same Topics</u>	
16. CAB			
1602(1) p.57	Aircraft distribution	1303(2) p.45	Resource mgt. of Nat'l Aviation System
1602(6) p.58	Reference to 1303(2)(a)	1303(2)(a) p.46	WASP & ORAF aircraft mgt.

Table 2.1(m)
DEPARTMENT OF ENERGY (14)

REFERENCES TO DOE		REFERENCES BACK	GEN. REF. ON TOPIC
7. DOI			
703(4) p.21	Energy minerals		14P1
29. TVA			
2901(1) p.72	Electric power		14P1,2

Table 2.1(n)
NUCLEAR REGULATORY COMMISSION (15)

REFERENCES TO NRC	REFERENCES BACK	GEN. REF. ON TOPIC
14. DOE		
1401(a) p.51 Plans for nuclear energy		
1401(c) p.51 Plans for nuclear energy		15P2

Table 2.1(o)
CIVIL AERONAUTICS BOARD (16)

REFERENCES TO CAB		REFERENCES BACK	GEN. REF. ON TOPIC
<u>Same Topics</u>			
3. DOT			
1303(2) p.45	Resource management of Nat'l. Aviation System	1602(1) p.57	Aircraft distribution
1303(2)(a) p.46	WASP & CRAF aircraft mgt.	1602(6) p.58	Ref to 1303(2)(a)

Table 2.1(p)
ENVIRONMENTAL PROTECTION AGENCY (17)

REFERENCES TO EPA		REFERENCES BACK	GEN. REF. ON TOPIC
8. USDA	804(2) p.25	Nuclear, biol., & chem. hazards	17Pl
7. DOI	703(4) p.21	Reclamation and environmental quality	
		<u>Different Topics</u>	
		1752(1) p.58	Potable water
		<u>Same Topics</u>	
7. DOI	703(3) p.20	Potable water	1752(1) p.58

Table 2.1(q)
FEDERAL COMMUNICATIONS COMMISSION (20)

REFERENCES TO FCC		REFERENCES BACK	GEN. REF. ON TOPIC
4. DOD			
401(25) p.13	Air traffic control		
401(26) p.13	Electromagnetic radiation control		2011

Table 2.1(r)
GENERAL SERVICES ADMINISTRATION (21)

REFERENCES TO GSA		REFERENCES BACK	GEN. REF. ON TOPIC
5. D0J			
501(11) p.16	Drug allocation		21P1
6. USPS			
603(3) p.19	Leasing of space		21L1
604 p.19	Emergency mail service		21L4

Table 2.1(s)
INTERSTATE COMMERCE COMMISSION (22)

REFERENCES TO GSA	REFERENCES BACK	GEN. REF. ON TOPIC
29. TVA		
2901(2) p.72	Inland waterways	

Table 2.1(t)
NATIONAL SCIENCE FOUNDATION (25)

REFERENCES TO NSF	REFERENCES BACK	GEN. REF. ON TOPIC
34. SSS	<u>Overlapping Topics</u>	
3401(3) p.82	Deferment ref. to Sec. 3503 2501(lb) p.69	Scientific workforce

Table 2.1(u)
SMALL BUSINESS ADMINISTRATION (28)

REFERENCES TO SBA	REFERENCES BACK	GEN. REF. ON TOPIC
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9. DOC

902(5) p.29

Loans

Table 2.1(v)
TENNESSEE VALLEY AUTHORITY (29)

REFERENCES TO TVA		REFERENCES BACK	GEN. REF. ON TOPIC
<u>Different Topics</u>			
4. D00			
401(29) p.13	Inland waterways & navigation	2901(3) p.73	Flood control
		2901(6) p.73	Fertilizers
		2901(7) p.74	Munitions research
		<u>Overlapping Topics</u>	
4. D00			
401(29) p.13	Inland waterways & navigation	2901(2) p.73	Inland waterways

Table 2.1(w)
VETERANS ADMINISTRATION (32)

REFERENCES TO VA		REFERENCES BACK	GEN. REF. ON TOPIC
<u>Overlapping Topics</u>			
11. DHS			
1103(1) p.36	Health Services	3201(1) p.79	Patient care
1103(2) p.36	Mobilization of health resources		
1103(4) p.36	Education and training for health non-professionals		

Table 2.1(x)

NATIONAL COMMUNICATIONS SYSTEM/OFFICE OF SCIENCE & TECHNOLOGY (33)

REFERENCES TO NCS	REFERENCES BACK	GEN. REF. ON TOPIC
21. GSA		
2102(3) p.64 Telecommunications facilities		33P1 33L1

Table 2.1(y)
SELECTIVE SERVICE SYSTEM (34)

REFERENCES TO SSS		REFERENCES BACK	GEN. REF. ON TOPIC
<u>Different Topics</u>			
11. DHS			
1104(1) p.37	Support to Welfare Services	3401(3) p.82	Deferment ref. to Sec. 3503
25. NSF			<u>Overlapping Topics</u>
2501(lb) p.69	Scientific workforce	3401(3) p.82	Deferment ref. to Sec. 3503

Table 2.2 (a)
GENERAL REFERENCES TO "ALL" AGENCIES

Code	Section, Page	Topic Area
2L1	201, p. 7	Foreign policy direction
4L1	401(15), p. 12	Damage assessment, facilities protection,
5L1	501(3), p. 14	Security planning
5L2	501(4) p. 14	Document preparation
5L3	501(5), p. 14	Legal procedures for industry
6L1	604, p. 19	Mail service
13L1	1302, p. 44	Transp. planning and co-ordination
13L2	1303(3b), p. 46	Highway traffic
20L1	2002(5), p. 62	Electromagnetic radiation
21L1	2102(1), p. 63	Public buildings occupancy
21L2	2102(2), p. 64	Public utilities
21L3	2102(3), p. 64	Telecommunications facilities
21L4	2102(4), p. 64	Transportation management
21L5	2102(5), p. 64	Records management
21L6	2102(7), p. 65	Procurement and supply
21L7	2102(10), p. 66	Excess property
21L8	2102(11), p. 66	Facilities protection
30L1	3001(2), p. 74	Effective utilization of manpower
30L2	3001(4), p. 75	Workforce administration
30L3	3001(5), p. 75	Wage stabilization
30L4	3001(7), p. 75	Recruiting policies
30L5	3001(8), p. 75	Reassignment
30L6	3001(9), p. 75	Fed. employee registration
30L7	3001(10), p. 76	Deferment
30L8	3001(12), p. 76	Salaries, wages benefits
30L9	3001(13), p. 76	Workforce mobilization
30L10	3001(14), p. 76	Distribution of manpower
30L11	3001(15), p. 77	Training in emergency personnel mgt
31L1	3150(b8), p. 78	U.S. Information (and personnel) abroad
33L1	3301(7), p. 80	Restoration priority system

Table 2.2 (b)

GENERAL REFERENCES TO "APPROPRIATE" AGENCIES

Code	Section, Page	Topic Area
2P1	201(1), p. 7	Foreign policy
2P2	201(7), p. 8	Requirements of other nations
3P1	302, p. 9	Sharing war losses, & monetary programs
4P1	401(2), p. 10	Military requirements
4P2	401(6), p. 11	Plans for production and distribution controls
4P3	401(28), p. 13	Assistance to water supply utilities
5P1	501(10), p. 16	Security standards for Fed. personnel & contracts
7P1	703(3), p. 20	Mgt., control and allocation of water resources
7P2	703(4), p. 21	Mgt., control and allocation of land resources
8P1	803(3), p. 24	Forest products
8P2	804(1), p. 24	Rural fire control
9P1	901(2), p. 27	Scientific services
9P2	902(1), p. 28	Develop production and distribution controls
9P3	904(2), p. 31	Geodetic, hydrographic and oceanographic data
10P1	1002(1c), p. 32	Workforce mobilization
11P1	1103(2), p. 36	Health resources mobilization
11P2	1103(4), p. 36	Survival medical training for non-pros
11P3	1103(6), p. 36	Biological/chemical war preparedness
11P4	1104(1), p. 37	Welfare services
13P1	1302, p. 44	Transportation planning
13P2	1303(8), p. 47	Ocean ports and shipping
14P1	1401(a), p. 51	Coordinate emergency plans for energy supply
14P2	1401(c), p. 51	Coordinate with preparation of emergency plans for other depts.

14P3	1401(2b), p. 52	Assistance to public
14P4	1401(7), p. 54	Scientific & technical info
14P5	1401(9), p. 54	International activities
15P1	1501(3), p. 55	Sabotage etc. of nuclear materials
15P2	1501(5), p. 55	Scientific and technical information
15P3	1501(6), p. 56	States materials licensing program & radiological incident planning
15P4	1501(7), p. 56	Internation liaison
17P1	1750, p. 58	Resource preservation
17P2	1752(1), p. 58	Potable water supplies
17P3	1752(2), p. 59	Environmental hazard detection, etc.
17P4	1752(3), p. 59	Coordination of environmental plans
19P1	1901, p. 59	Financial plans
19P2	1902, p. 60	Sharing war losses
21P1	2102(8), p. 65	Survival items stockpiles
23P1	2301(2), p. 68	Military support
25P1	2501(2)(a), p. 70	Scientific workforce mobilization
28P1	2801(3), p. 72	Procurement: small business contracts
30P1	3001(6), p. 75	Personnel assistance
30P2	3001(11), p. 75	Personnel security, investigations
31P1	3150(b7), p. 78	Psychological operations
33P1	3301(2), p. 80	Telecommunications services

Section 3
ISSUES CONCERNING E.O. 11490

The January 5, 1982 Draft of Executive Order 11490 was distributed to interested government departments and agencies, many of which responded with comments.

The issues raised in these responses require FEMA consideration for possible changes to the Executive Order. However, the issues cannot be considered separately as presented by individual agencies, since issues on the same topic raised by two or more agencies must be dealt with in an integrated fashion. Thus, FEMA's task becomes difficult when attempting to correlate comments from thirty-one departments and agencies, and fifteen FEMA offices. As an added complication, issues concerning different but related topic areas may affect one another and so require parallel consideration.

For the reasons outlined above, the issues were categorized into a hierarchy of topic areas as shown in Table 3.1. A number of classification schemes are possible with such an interrelated collection of information. The classifications chosen to partition the issues were those concerning the Executive Order in general as a document, those concerning the program administration, and those concerning emergency responsibilities. The issues concerning emergency responsibilities are those identified as requiring detailed analysis.

Within each major category, issue topics and sub-topics were identified to cover all agency issues raised. For each issue-topic, the references to agency comments concerning that topic are provided in Table 3.2. References to editorial comments are not included.

Table 3.1
ISSUE CATEGORIES

I 1 GENERAL DOCUMENT ISSUES

- I 1.1 Scope & Content of EO
- I 1.2 Style & Format of EO
- I 1.3 Timing of EO Revision

I 2 PROGRAM ADMINISTRATION ISSUES

- I 2.1 Agency Inability to Comply
- I 2.2 Legislative Programs
- I 2.3 Annual Status Reports

I 3 EMERGENCY RESPONSIBILITY ISSUES

I 3.1 National Resource Management

- I 3.1.1 Communications
- I 3.1.2 Education
- I 3.1.3 Facilities (Non-Industrial)
- I 3.1.4 Financial
- I 3.1.5 Industry
- I 3.1.6 Land
- I 3.1.7 Transportation
- I 3.1.8 Water
- I 3.1.9 Workforce & Executive Reserve

I 3.2 Population Protection & Support

- I 3.2.1 Crisis Relocation
- I 3.2.2 Fire Control
- I 3.2.3 Health & Human Services
- I 3.2.4 Radiation
- I 3.2.5 Registration, Identification, Reunification
- I 3.2.6 Repatriation
- I 3.2.7 Terrorism, Civil Disorder, & Law Enforcement
- I 3.2.8 Shelter
- I 3.2.9 Miscellaneous

Table 3.2
ISSUE REFERENCES

I 1 GENERAL DOCUMENT ISSUES

I 1.1 SCOPE & CONTENT OF EO

I 1.1.1 AGENCY INCLUSION

CFTC, Webb 11/26/82 attached suggested Part
DOEd, Jones 9/24/82 attached suggested Part
DOL, McLaughlin 8/16/82 p.2 General Comments
on parts 2-34
GPO, Barrett 8/4/82 attached suggested Part
GSA, Annotated copy of EO, add OMB
OSTP, Kay 8/19/82 attached Part for NSC
FEMA/RM, Girard 5/24/82 last paragraph

I 1.1.2 RELATION TO LEGISLATION & DIRECTIVES

I 1.1.2.1 PLAN D, ODR & EWA

DHJD, Monihan p.2 Re: 1203(2) Rewrite Omits ODR and
EWA
DOI, Wilson 4/7/82 p.2 Re: 1203(2)
DOI, Shepherd 8/9/82 Annotated EO p.41, 1203(2)
VA, Nimmo 8/11/82 Attd. Revision of Part 32 VA, 3202
FEMA GC, Jett p.2 comment 6
FEMA REG I, Cassidy 3/18/82 p.3 Re: p.41 and 81
FEMA REG II, Petrone 8/9/82 comment (c) Re: 1203(2)
DHJD
FEMA REG V, Montfort 8/4/82 p.3 Re: Part 12, DHJD,
1203(2)
FEMA/NP-RP, Krueger 1st Annotated Draft p.81 Eliminate
ODR
FEMA/NP-CP, Crawford Annotated Copy Attd to 2/3/82
Memo p.80, 81, 82 Deletes Ref. to Plan D

I 1.1.2.2 OTHER DOCUMENTS

DOE, Winkler 9/22/82 p.1 last paragraph
GSA, annotated copy of EO, p.5
FEMA/RO, Region X Mayer 8/6/82
FEMA/GC, Jett, second paragraph and comment 2
FEMA/Ex. Admin. 8/11/82, NSDD-47
FEMA/RM, Girard 5/24/82 comment 3 and p.2 paragraph 3
FEMA/NP.CP, Crawford 2/3/82 attd annotated EO p.1

I 1.1.3 SCOPE & TOPIC EMPHASIS

DOD, Alderman 9/13/82 p.5 Re: p.9 401
DOL, McLaughlin 8/16/82 General Comments p.1, paragraphs 1,
2 and 3
DOT, Collins 11/9/82 Attachment 1. General comments (1)
FEMA/RO, Region V, Montfort 8/4/82 p.1 Re: p.4 101
FEMA/Ex. Admin., annotated copy of draft EO, Sections 1, 2
FEMA/SL, Volland 8/23/82 p.2 fifth paragraph and last para.

I 1.1.4 CONTENT INCONSISTENCIES

DHHS, Doherty 8/19/82 p.2 closing paragraph
DOC, NOAA, Weaver 8/17/82 p.1 General comment 1
DOI, Shepherd 8/9/82 annotated EO p.20 703(2)
FEMA/SL, Volland 8/23/82 p.1 comment 1 & p.1,2 comment 2
FEMA REG. I, Cassidy 3/28/82 p.2 Re: p.4 102
FEMA REG. V, Montfort 8/4/82 p.1 Re: p.4

I 1.2 STYLE & FORMAT

I 1.2.1 NEED FOR CONSISTENCY

DOE, Winkler 9/22/82 p.1, paragraph 1
DOT, Collins 11/9/82 Attachment 1 p.2 General comments Re:
Part 4
FEMA/RM, Girard 5/24/82 comments 1,2,4,5,6,7
FEMA/NP/RP, Oliver 8/5/82 first 2 paragraphs

I 1.2.2 CHANGES OF FORMAT SUGGESTED

DOD, Alderman 9/13/82 General comments 2
DOT, Collins 11/9/82 Attachment 2 p.1-7
DOT/MARITIME, Case 7/14/82
OSTP, Kay 8/19/82, separate Parts for NCS & OSTP
USDA, Day 9/2/82 p.1, 2 of attachment

I 1.2.3 DEFINITIONS NEEDED

DOE, Winkler 9/22/82 p.1 last paragraph
DOL, McLaughlin 8/16/82 Specific comments p.2 paragraph 1
DOT, Collins 11/9/82 Attachment 2 p.7-13, and Attachment 1
p.3 Re: Part 18
USDA, Day 9/2/82 Attachment p.2 Re: Part 1

I 1.2.4 SOME RESPONSES ADD DETAIL TO ASSIGNMENTS

DOC, Weaver 8/17/82 Rewrite 901(2)(a)(b)
DOT, Collins 11/9/82 Attachment 3. Revised Part p.3-7,
Sections 1302(3), 1302(11) and 1302(12)

I 1.3 TIMING OF EO REVISION

DOT, Collins 11/19/82 General comments p.1 (2)
NSC, Wheeler 7/23/82
FEMA/SL, Volland 5/18/82
FEMA/Emergency Mgt. Programs, Dickey 5/18/82
FEMA/RM, Girard 5/24/82
FEMA/NP/GP, Ajello 2/1/82

I 2 PROGRAM ADMINISTRATION ISSUES

I 2.1 AGENCY INABILITY TO COMPLY

ICC, Fristoe 11/19/82
GSA, Annotated copy of EO p.63 2101(13)
NSF, Robinson 8/3/82 paragraph 2
USPS, Fletcher 4/30/81 suggestion 1

I 2.2 LEGISLATIVE PROGRAMS

I 2.2.1 SUPPORT TO FEMA LEGISLATIVE EFFORTS

DOD, Alderman 9/13/82 p. 8 Re: 401(19)

I 2.2.2 PROGRAM FUNDING

I 2.2.2.1 FUNDING ADDITION TO EO, SECTION 106

Objections

DHHS, Doherty 8/19/82 p.1 Re: p.6
DOC NOAA, Weaver 8/17/82 p.1 General Comments paragraph 2
DOD, Alderman 9/13/82 p.3 Re: 106 funding
DOL, McLaughlin 8/16/82

Support

DHJD, Monihan 8/16/82 comments p.1 Re: Part I Sec. 106
DOE, Winkler 9/22/82 Attd. annotated copy of draft EO p.6
Sec. 106
DOI, Wilson analysis 4/7/82 p.2 recommendation 2
DOT, Collins - Attachment 2 p.6 Re: 110 funding
FEMA, REG. V, Montfort 8/4/82, Re: p.6, 106
GSA, Annotated EO p. 6 Sec. 106

I 2.2.2.2 CENTRAL FUNDING ALLOCATION REVIEW REQUIREMENT

DOL, McLaughlin 8/16/82 Attached comments p.2
paragraph 6 Re: 106 funding

I 2.2.2.3 ADDITIONAL FUNDS FOR DOD INDUSTRIALIZATION MOBILIZATION RESPONSIBILITY

DOD, Alderman 9/13/82 p.7 Re: p.11(12)

I.2.2.2.4 CRITICISM OF REMOVING 'CONGRESSIONAL FUNDING' FROM
PREAMBLE OF EO

DOD, Alderman 9/13/82 p.1 Re: p.1
GSA, Annotated EO p.1, next to last paragraph also p.82,
insert part for OMB to provide for interrupted funding

I 2.3 ANNUAL STATUS REPORTS

DOI, Wilson 4/7/82 p.2 Re: 3501 (1)
DOL, McLaughlin 8/16/82 p.3 first paragraph

I 3 EMERGENCY RESPONSIBILITY ISSUES

I 3.1 NATIONAL RESOURCE MANAGEMENT

I 3.1.1 COMMUNICATIONS

I 3.1.1.1 ADP SURVIVABILITY

EMPB/ES, Lilley 4/7/82 p.2 comment 5

I 3.1.1.2 CENSORSHIP & PUBLIC INFORMATION

USDA, Day 9/2/82 p.7, 8 Re: Part 35(3510)
FEMA/OPA, Holton 5/20/82 paragraphs 2 and 3
FEMA/OPA, Holton 8/3/82 Re: EO p.88 3510(3)

I 3.1.1.3 FUEL & POWER FOR COMMUNICATIONS

DOE, Winkler 9/22/82 attached rewrite of Part 14,
1401(3)

I 3.1.1.4 FREQUENCY SPECTRUM

DOC, Pidgeon 8/17/82 all attached recommended changes
from Hutchinson NTIA

I 3.1.1.5 NCS/OSTP SEPARATION (CLUSTERING)

DOD, Alderman 9/13/82 p.24 comment, Part 33
NCS, Grimes 8/17/82 recommended change (c)
OSTP, Kay 8/19/82 attached rewrites for NCS & OSTP

I 3.1.1.6 PLANNING, POLICY, Etc.

FCC, Dawson 8/20/82 attachment of recommended changes
(2002) and annotated EO 2002(3)(4)
NCS, Grimes 8/17/82 p.2 (e) and (f)
OSTP, Kay 8/19/82 attached Section 2101 NSC role
FEMA/PA & E, Newton comment 2

I 3.1.1.7 REFERENCE TO OTHER DOCUMENTS (EO SHOULD STAND ALONE)

DOD, Alderman 9/13/82 p.25 Re: 3302
FEMA GC, Jett 5/14/82 p.2 comment 6

I 3.1.1.8 RESTORATION PRIORITY SYSTEM

FCC, Dawson 8/20/82 Attached changes 2002(1)(b)
NCS, Grimes 8/17/82 p.1 comment (b)

I 3.1.2 EDUCATION

I 3.1.2.1 DOEd DELETED IN REVISION TO PART II - AN ERROR?

EO p.39 Section 1106 Education Functions

Part for DOEd Required

DOEd, Jones (Under Secretary Designate) 9/24/82
FEMA GC, Jett p.1 Comment 1
FEMA EMPB/ES, Miskel 4/7/82 paragraph 4
FEMA/NP RP, Krueger 5/14/82 comment 4
FEMA REG I, Cassidy 3/18/82 p.1 and 2, Re: p.2 and 33
FEMA REG V, Montfort 8/4/82 p.1 Re: p.2
FEMA SL, Volland 8/23/82 p.2 comment 3

I 3.1.2.2 DOEd PROPOSED CHANGES TO SECTION 1106 EDUCATION FUNCTIONS

- (a) Lead and Coordinate Ed. and Training (to meet critical skills and ed. specialties shortages)

DOEd, Jones Rewrite p.2 (2) lines 7 and 8

- (b) Guide and Coordinate S&L & Ed. Instit. in Emergency (in coord. with FEMA)

DOEd, Jones Rewrite p.2 (2) lines 9-11

- (c) Provide Education Information

DOEd, Jones p.4 (3)

- (d) Disaster Assistance to Local Ed. Agencies

DOEd, Jones p.6 (6)

- (e) 'Review and Comment' on Civil Defense Ed. Materials

DOEd, Jones p.6 (5)(1)

- (f) DOEd, Included in Surveillance on Nat. Manpower

DOEd, Jones p.7 Change to General Provisions

I 3.1.3 FACILITIES (NON-INDUSTRIAL)

I 3.1.3.1 GOVT. USE OF PRIVATE PROPERTY

DOD, Alderman 9/13/82 p.13 Re: 603(3)
also p.12 Re: p.16, add (12) to 501
also p.17 Re: p.40 1202(4)
also p.17 Re: p.42 1205(3)
also p.19 Re: p.63 2102(1)

I 3.1.3.2 HOUSING LOCATION & RENT CONTROL

DOD, Alderman 9/13/82 p.15 Re: p.21 Section 703(4)
also p.17 Re: p.40 Section 1201
DHUD, Monihan 8/16/82 p.2 Re: p.41 1204(2), and p.3 Note

I 3.1.4 FINANCIAL

I 3.1.4.1 PRESERVATION & RESTORATION OF FINANCIAL OPS. & RESOURCES

Commodity Futures Trading Commission, Webb 11/26/82,
attached proposed part for CFTC
GSA, annotated copy of EO p.3 and 82 Re: OMB
FEMA EMPB/ES, Lilley 9/9/82 comments 1 & 2

I 3.1.4.2 CREDIT UNION GUIDANCE & FUNDS

FEMA/RO, REG. V, Montfort 8/4/82 p.4 Re: part 24

I 3.1.5 INDUSTRY

I 3.1.5.1 MATERIALS STOCKPILING RESPONSIBILITIES

DOD, Alderman 9/13/82 p.20 Re: page 66 Section 2104
FEMA/NP-RP 8/10/82 Zabrowski thru Krueger
GSA, Annotated EO p.63(12), deletion of reference to CEP
DOC ITA, Richards 5/10/81 comment 1

I 3.1.5.2 INDUSTRIAL FACILITIES PROTECTION

DOC/ITA, Richards 9/10/82, comment 1
GSA, Annotated EO p.11 401(14) - FEMA to coordinate with
GSA on location & security of industries, etc.
DOD, Alderman 9/13/82, attached General Comments 3

I 3.1.5.3 DEFENSE RESOURCES & PRODUCTION

DOD, Alderman 9/13/82 p.5,6 Re: 401(1)(2)(7)(9)(12)
also p.10 Re: 401(32)
also p.20 Re: p.65 2102(7)
also p.4 Re: 201(6)

I 3.1.5.4 RESOURCE ALLDCATION

DDI, Shepherd 8/9/82 paragraph 3, and annotated copy
of ED p.82, 3501(1)(4)
DDI, Wilson 4/7/82 Re: New Section 3501(1)

I 3.1.5.5 ENERGY

DOE, Winkler 9/22/82 annotated ED p.11; and Rewrite of
Part 14, added functions 1401(4) and 1401(10)
DDT, Collins 11/19/82 p.3 Re: Part 14 p.53(3)

I 3.1.6 LAND

NOTE: 'Land' Added as DOI Resource Responsibility in EO
ED p. 19-22, 701(3), 702(3), 703(4)

I 3.1.6.1 IS DOI COORDINATION ON NEW ASSIGNMENT COMPLETE?

DOI, Birch 8/6/82 paragraph 2
DDI, Wilson Analysis 4/7/82 p.1 Re: 702(3) 703(4) and
page 2 Recommendation 3

I 3.1.6.2 LIMITATION OF DOI LAND ASSIGNMENT

DDD, Alderman 9/13/82 p.14 Re: 702(3)
DDI, Birch 8/6/82 paragraph 3
DOI, Shepherd 8/9/82 annotated EO p. 20, 702(3)
USDA, Day 9/2/82 p.2 Re: Part 7, 702(3) and p.3
Re: 703(4), and Addition of (5)
FEMA GC, p.2 Comment 5
FEMA REG I, Cassidy 3/18/82 Re: p.21, 703(4)

I 3.1.6.3 DELETE SUGGESTION OF CIRCUMVENTING ENVIRONMENTAL LAW

FEMA REG I, Cassidy 3/18/82 p.2 Re: p.21 paragraph 4

I 3.1.6.4 COORDINATION OF LAND MANAGEMENT

DDI, Birch 8/6/82 paragraph 2

I 3.1.6.5 TIMBER PRODUCTION

DDD, Alderman one-page ltr (no date)
USDA, Day 9/2/82 p.2 Re: part 4; and p.3 Re: 703 new
paragraph (5); and p.5 Re: 803(3)

I 3.1.7 TRANSPORTATION

I 3.1.7.1 EMERGENCY TRANSPORTATION COORDINATION

- I 3.1.7.1.1 DOD PRE-ARRANGEMENT WITH DOT ON TRANSPORTATION
TRANSFER

DOD, Alderman 9/13/82, p.7 Re: p.12 paragraph (18)
FEMA NP-RP, Krueger 5/14/82, comment 6.
- I 3.1.7.1.2 MILITARY TRANSPORTATION SUPPORT FOR FEMA
MOBILIZATION

FEMA REG. V, Montfort 8/4/82 p.2 general comment
Re: Part 4, DOD
- I 3.1.7.1.3 ALLOCATION & PRIORITIZATION - DOT OR FEMA?

FEMA REG. V, Montfort 8/4/82 p.3 Re: Section
1302(4)
DOT, Collins, Attachment 3, p.3 1302 c.(1)(2)
- I 3.1.7.1.4 CRISIS RELOCATION PLANNING

DOT, Collins 11/9/82 Rewrite of Part 13 omits EO
p.46, 1303(3)(b); and Attachment 3 Rewrite
1302(5)

FEMA/NP-CP, Crawford 8/10/82 p.2 Re: p.46
- I 3.1.7.2 DO INLAND WATERWAY EMERGENCY PLANS & PREPARATIONS
TRANSFER TO DOD?

DOD, Alderman 9/13/82 p.10 Re: p.14, p.21 Re: p.67 2201
and 2202
ICC, Fristoe 11/19/82 - Last sentence
- I 3.1.7.3 CAB FUNCTIONS TO TRANSFER TO DOT (& USPS ECONOMIC REG.
OF MAIL RATES)

CAB, Laufer 8/23/82, p.1-2 comment 3
DOT, Collins, Attachment 1 p.2 General comment 5
- I 3.1.7.4 DEREGULATION DECREASES RESPONSIBILITY OF CAB & ICC

CAB, Laufer 8/23/82, p.1 comments 1 & 2
ICC, Fristoe 11/19/82, comment 3
- I 3.1.7.5 CLARIFICATION OF TREASURY ROLE IN SHIPPING

DOD, Alderman 9/13/82, p.5 Re: p.9 Section 301(17)
- I 3.1.7.6 FAA ROLE IN AIR TRAFFIC CONTROL

DOD, Alderman 9/13/82, p.8 Re: 401(25)
- I 3.1.7.7 DEFINITION OF 'TRANSPORTATION SERVICES' REQUIRED

DOC ITA, Richards 9/10/82 Comment 2

I 3.1.8 WATER

I 3.1.8.1 OVERALL

I 3.1.8.1.1 MANAGEMENT

DOD, p.8, Re: p.13, sec 401(27)
DOD, p.14, Re: p.19, sec 701 (deletes DOI water
responsibility)
DOD, p.14 and 15, Re: p.20, sec 701(2)(3)

I 3.1.8.1.2 DEFINITIONS

I 3.1.8.1.2.1 WATER AND UTILITY VS. COMMUNITY FACILITIES

DHUD, Monihan, 8/16/82, p.1, p.2
FEMA/RO/REGION I, Cassidy, 3/18/82, p.3,
Re: p.40 sec. 1202(2)

I 3.1.8.1.2.2 POTABLE WATER VS. COMMUNITY WATER

DOD, p.18 Re: p.58, sec. 1752(1)
DOI, Shepherd, 8/18/82, atch. Wilson, 4/7/82,
p.3, para. 6

I 3.1.8.1.2.3 WATER RESOURCES

DOI, Wilson, p.3, para. 5.

I 3.1.8.2 WATER ALLOCATION/MGT.

I 3.1.8.2.1 GENERAL CLAIMANCY

DOD, p.15, Re: p.21, sec. 703(3)
DOI, Wilson, p.2, Re: 3501(4), p.83
USDA, Day, 9/2/82, p.3, sec. 703(3)

I 3.1.8.2.2 COMMUNITY WATER

DHUD, Monihan, p.1, Re: Part 12
DOD, p.22, Re: p.73, 2901(4)
DOI, Wilson, p.2, Re: 1203(2), p.41
DOT, Collins, 11/9/82, p.3, Re: 1551(1), (1752)
FEMA/NP-RP, 8/5/82, w/Atch. Krueger, 5/14/82,
para. 2.

I 3.1.8.2.3 TVA WATER USE

DOD, p.23, Re: p.73, 2901(5)

* DOI, Wilson, 10/18/82, has assembled a Water Responsibility Position Paper with key ref's to water resource responsibilities to be transferred from DOI to DOD.

I 3.1.8.2.4 INDUSTRIAL USE

DOD, p.16, Re: p.29, 902(6)

I 3.1.8.2.5 AGRICULTURAL USE

DOD, p.16, Re: p.26, 804(4)
USDA, Day, p.5, Re: 803(4)

I 3.1.8.3 NAVIGATION AND FLOODS

I 3.1.8.3.1 INLAND WATERWAY

DOD, p.10, Re: p.14, 401(30)
DOD, p.21, Re: p.67, 2201, 2202
DOD, p.22, Re: p.72, 2901(2)

I 3.1.8.3.2 FLOOD CONTROL

DOD, p.22, Re: p.73, 2901(3)
FEMA/RO/REGION V, Montfort, 8/4/82, p.4,
Re: Part 29, 2901(3)

I 3.1.9 WORKFORCE & EXECUTIVE RESERVE

I 3.1.9.1 KEY ESSENTIAL WORKERS & OCCUPATIONS

DOL, McLaughlin, 8/16/82 annotated copy of EO p.85
3503(b); and Rewrite of Part 10, 1002(1)
FEMA/RO/REGION V, Montfort 8/4/82, p.3 Re: Part 10

I 3.1.9.2 MILITARY & CIVILIAN WORKFORCE

DOD, Alderman 9/13/82 p.7 Re: 401(16)
DOE, Winkler 9/22/82 rewrite attached
DOL, McLaughlin 8/16/82, annotated EO p.12 401(16)

I 3.1.9.3 WORKFORCE INCENTIVES & PROTECTION

DOL, McLaughlin 8/16/82 Rewrite of 1002(3)

I 3.1.9.4 PRISONER UTILIZATION

DOL, McLaughlin 8/16/82 annotated EO p.17 502(2)
FEMA/NP-RP, second annotated EO p.17 502(2)

I 3.1.9.5 DEFERMENT

DOD, Alderman 9/13/82 p.23 Re: p.76 3001(10)
OPM, Nesterchuk 8/6/82 Attachment 3 Re: 2801(10)
SSS, Oelrich 8/16/82 Re: 3401(3)

I 3.1.9.6 EMPHASIZE EXECUTIVE RESERVE PROGRAM

DOE, Winkler 9/22/82 Attached Rewording for Part 14 p.1
1401 3(b)

DOL, McLaughlin Comments Attd to Memos of 8/16 and 8/13
DOT, Collins 11/9/82 Attach 2, p.7 Re: Section 113
(Rewording for EO 3508(4) Proposed)

I 3.2 POPULATION PROTECTION & SUPPORT

I 3.2.1 CRISIS RELOCATION

I 3.2.1.1 RELOCATION TO BE INCLUDED IN CIVIL DEFENSE PROGRAM

DOD, Alderman 9/13/82 p.15 Re: p.21 Section 703(4); and
p.17 Re: p.40 Section 1201
FEMA/NP-CP, Crawford 8/10/82 p.1 paragraph 5 - Proposed
Civil Defense Addition

I 3.2.1.2 PROTECTION AND INCENTIVES FOR CRISIS RELOCATION PERSONNEL

FEMA/NP-CP, Crawford 8/10/82 p.1 Re: p.32

I 3.2.1.3 TRANSPORTATION REQUIREMENTS

FEMA/NP-CP, Crawford 8/10/82 p.2 Re: p.46 1303(4)

I 3.2.1.4 DOEd FACILITIES' AVAILABILITY

DOEd, Jones 9/24/82 - Attd Proposed DOEd Part
p.2 Re: Function (2) and p.3 Last paragraph

I 3.2.2 FIRE CONTROL

I 3.2.2.1 OMISSIONS ON FIRE CONTROL

I 3.2.2.1.1 FEMA FIRE FOCUS

FEMA/TE, Villela 8/27/82 paragraph 3

I 3.2.2.1.2 WILDLAND FIRE CONTROL RESPONSIBILITY

DOI, Birch 8/6/82 paragraph 4

I 3.2.2.1.3 URBAN FIRE CONTROL RESPONSIBILITY

FEMA/TE, Villela 8/27/82 paragraph 2, line 5

I 3.2.2.1.4 STATE & LOCAL TRAINING RESPONSIBILITY

FEMA/TE, Villela 8/27/82 paragraph 2

I 3.2.2.2 USDA CIVIL DEFENSE RURAL FIRE RESPONSIBILITY BRDADENED

USDA, Day 9/2/82 Attachment p.5 redraft of 804(1)
deletes reference to enemy attack

I 3.2.3 HEALTH & HUMAN SERVICES

I 3.2.3.1 HEALTH CARE/PRIDRITIES COORDINATION

VA, Nimmo 8/11/82 paragraph 2, and attached revision
of Part 32 Sections 3201, 3202
DOD, Alderman 9/13/82 p.17 Re: Section 1103(3)
DOC, ITA, Richards 9/10/82 p.2 need for clear definition
of 'health facilities and resources.'

I 3.2.3.2 VA PRIDRITY FDR SUPPLIES

VA Nimmo 8/11/82, Revised Part attached, p.2 Section
3203

I 3.2.3.3 ANIMAL DISEASE VS. VETERINARY MEDICINE

(DHHS may intend to use veterinarians to aid humans,
while USDA expects to use them for animal disease
control)

DHHS, Doherty 8/19/82 p.1 Re: p.34 1102(2) and
disagreement with deletion in 1102(1) of USDA
responsibilities

I 3.2.3.4 FOOD PROTECTIDN

DHHS, Doherty 8/19/82 p.1 Re: p.33

I 3.2.3.5 DISEASE SURVEILLANCE

DHHS, Doherty 8/19/82 p.1 Re: p.33 1102(1) and
attached rewrite of 1102.

I 3.2.3.6 MEDICAL STOCKPILE RESPONSIBILITY

GSA, Annotated EO, p.65 - deletes GSA responsibility

I 3.2.3.7 BURIEL

VA, Nimmo 8/11/82 proposed revision 3201(1)(4)

I 3.2.3.8 HUMAN SERVICES

DHHS, Doherty 8/19/82 p.2 Re: 1104(1) and (2), expanded
description is attached

I 3.2.4 RADIATION

I 3.2.4.1 FALLDUT & CONTAMINATION

I 3.2.4.1.1 PROTECTION FROM CONTAMINATED SUBSTANCES

DHHS, Doherty 8/19/82 p.1, 2 - Re: p.36 1103(5)
EPA, Verell 10/6/82 Rewrite of Section 1752
USDA, Day 9/2/82 p.5, 6 Rewrite of civil defense
functions 804(2)(d)

I 3.2.4.1.2 PROTECTION OF RESOURCES

EPA, Verell 10/6/82 Rewrite of Section 1752
USDA, Day 9/2/82 p.5, 6 Rewrite of
804(2)(a)(b)(c)(d)
USDA, McNeil 9/9/82 Last paragraph

I 3.2.4.1.3 ADVICE & GUIDANCE ON RADIATION LEVELS

DOC NOAA, Weaver 8/17/82 Rewrite of 904(e)
DOE, Winkler 9/22/82 Rewrite of Part 14 p.3
1401(8)(d)
EPA, Verell 10/6/82 Rewrite of Section 1752

I 3.2.4.1.4 FALLOUT FORECASTING

DOC NOAA, Weaver p.2 Re: 904(1)

I 3.2.4.2 WEAPONS & NUCLEAR MATERIALS, LOCATION & DEACTIVATION

DOE, Winkler 9/22/82 Rewrite of Part 14 p.2
1401(8)(b)(c)

I 3.2.4.3 TRAINING

NSF, Robinson 8/30/82 paragraph 4
FEMA REG. V, Montfort 8/4/82 p.3, Re: p.36 Part II

I 3.2.4.4 RADIOLOGICAL EMERGENCIES (IMPROPER PLACEMENT OF
REFERENCE?)

DRAFT EO p.6 102(e)
DOL, McLaughlin 8/16/82 p.2 of comments Re: 102(e)
FEMA GC, Jett p.2 comment 3
FEMA NP-GP, Ajello, Annotated EO attd. to 7/19/82, p.6
102(e)
FEMA/RO/REG. I, Cassidy comments p.2, Re: p.6(e)

I 3.2.5 REGISTRATION, IDENTIFICATION, REUNIFICATION

I 3.2.5.1 MISSING PEOPLE

I 3.2.5.1.1 DELETION OF DHHS RESPONSIBILITY FOR REGISTRATION,
LOCATING & REUNITING FAMILIES

DHHS, Doherty 8/19/82 p.1 Re: P34 Section 1102(5)
DOJ, Rubino 8/16/82 p.2 comment 7
USPS, Fletcher 7/27/82 p.1 paragraphs 3,4
FEMA EMPB/ES, Lilley p.2 comment 4
FEMA EMPB/ES, Miskel 4/7/82 - paragraph 3

I 3.2.5.1.2 SUPPORT TO DHHS

DOJ, Rubino 8/16/82 p.2 comment 7
USPS, Fletcher 7/27/82 p.1 paragraph 3,4
FEMA/RO/REG. V, Montfort 8/4/82 p.2 Re: Part 5 DOJ

I 3.2.5.1.3 IDENTIFICATION OF DEAD

DOJ, Rubino 8/16/82 p.2 comment 7
FEMA/RO/REG. V, Montfort 8/4/82 p.2 Re: Part 5 DOJ

I 3.2.4.2 REGISTRATION OF FEDERAL EMPLOYEES - PROGRAM TO BE
REINSTITUTED?

OPM, Nesterczuk 8/6/82 Attach. I Revision for
2801(8) - program included
USPS, Fletcher 7/27/82 p.1 paragraph 5
Re: p.75-76 OPM part in draft EO, comments that OPM
cancelled program 8/10/79
FEMA/RO/REG. V, Montfort 8/4/82 p.2 Re: part 6 USPS
(confusion about program)

I 3.2.5.3 MILITARY SELECTIVE SERVICE REGISTRATION

SSS, Oelrich 8/16/82 Re: Part 6 USPS - wants
USPS to continue registration, & add section to EO
(signed agreement USPS/SSS Attd.)

I 3.2.5.4 CONTROL OF ALIENS

DOD, Alderman 9/13/82 p.12 Re: p.15 501(8)

I 3.2.6 REPATRIATION

I 3.2.6.1 OBJECTION TO DELETION OF DHHS ROLE IN REPATRIATION

DHHS, Doherty 8/19/82 p.2 comment Re: p.38 1104
& p.5 of rewrite ATTD-1104(3)
DOD, Dept. of Army, Gen. Forte, 2 page letter.
EO p.38 - Section 1104(4) underlined for deletion
USDA, Day 9/2/82 p.6 804(4)
FEMA Resources Planning Div., Haase 11/12/81 Item 4 -
noncombatant evacuation
FEMA/RO/REG. IV May 7/27/82 Special comment 1

I 3.2.6.2 ROLE OF DOS SHOULD REMAIN AS PREVIOUSLY STATED IN EO

DOD, Alderman 9/13/82, p.4 Re: page 8 paragraphs (4)(9)
DOI, Shepherd 8/9/82 Attached EO p.8 201(9)
DOS 10/4/82, p 1 retain 201(4) & (9) in prior form
GSA Annotated EO, p.8 201(9)

I 3.2.6.3 DOD ROLE IN REPATRIATION

FEMA/RO/Region V, Montfort 8/4/82, p.2 Part 4.

I 3.2.7 TERRORISM, CIVIL DISORDER, LAW ENFORCEMENT

I 3.2.7.1 CLARIFICATION OF FEMA & DOJ (& FBI) RESPONSIBILITIES

EO p.5 102(c) Addition to EO, FEMA respons.
EO p.14 501 (1)(2)(3) Addition to EO, DOJ respons.
DOD, Alderman 9/13/82 p.11 Re: p 14 501(3)
DOJ, Rubino 8/16/82 p.2, comment 4, 5.
FEMA/NP-RP Oliver 8/5/82 attached annotated EO p.5 Sec.
501

I 3.2.7.1.1 FEMA IMPINGEMENT ON DOJ, FBI TERRORIST ROLE (IN
102(c) WORDING)

DOD, Alderman 9/13/82 p.3 Re: p.5(c)
DOJ, Rubino 8/16/82 p.1 comment 2
FBI, Bayse 10/12/82
FEMA/PA&E 7/22/82 comment 1
FEMA/NP-RP Annotated draft EO Attd to Krueger memo
of 5/14/82 - p.5 102(c)
FEMA/RO/REG. I, Cassidy p.2 Re: p.5 102(c), p.1
Re: p.4

I 3.2.7.1.2 FEMA UNDERSTATED IN LAW ENFORCEMENT RESPONSIBILITY

DOJ, Rubino 8/16/82, p.1 comment 3 (narrows DOJ
scope & omits FEMA
FEMA/NP-MP-CSD, McNeil 6/7/82 comment 2, and 3
FEMA/NP-MP-CSD, Salcedo 3/3/82

I 3.2.7.2 DOD CIVIL DISORDER/LAW ENFORCEMENT ROLE (WHEN MILITARY
RESOURCE MAY BE NEEDED)

DOD, Alderman 9/13/82 p.10, Re: p.14, Section 401(31)
DOD, Alderman 9/13/82 p.11, Re: p.15 (3)[6]
DOD, Alderman 9/13/82 p.13, Re: p.16 502(1)
(All above are suggested additions to EO)

I 3.2.7.3 DELETE OR REPOSITION SECTION 102(c)(FEMA TERRORIST RESPONSIBILITY)

FEMA GC, Jett Comment 4
FEMA/NP-RP, Oliver 8/5/82 paragraph 3
FEMA/SL, Volland 8/23/82 comment 2

I 3.2.7.4 DOT TERRORIST RESPONSIBILITY

DOT, Collins Attachment 1 General Comment 3, Air Piracy,
and Coast Guard Role

I 3.2.7.5 DHHS TERRORIST RESPONSIBILITY, BIO/CHEM. WARFARE

FEMA/NP-MP-CSD, McNeil 6/7/82 comment 4

I 3.2.8 SHELTER

I 3.2.8.1 CIVIL DEFENSE SHELTER PLANNING

FEMA/NP-RP, Krueger 5/14/82 Problem 5
FEMA/NP-CP, Crawford 8/10/82 p.1 paragraph 5 on civil
defense

I 3.2.8.2 SHELTER POLICY

FEMA/RO/REG. I, Cassidy 3/18/82 p.3 Re: p.42 (3), HUD
Shelter Responsibility Deleted

I 3.2.8.3 GOVT. FACILITIES PROTECTION AND SHELTER

DOD, Alderman 9/13/82, p.21 Re: p.66 2102(11) GSA,
DOD and FEMA Roles

I 3.2.9 MISCELLANEOUS

I 3.2.9.1 DOC RESPONSIBILITY FOR FISH

USDA, Day 9/2/82 p.7 Re: 2901(9)

I 3.2.9.2 DOI RESPONSIBILITY FOR MAPPING SUPPORT

DOD, Alderman 9/13/82 p.15 Re: 21 703(4)

Section 4

FEMA FUNCTION AREAS

The January 5, 1982 Draft of Executive Order 11490 does not have a separate part to describe FEMA's functions and responsibilities, although FEMA references appear throughout the document.

To assist in the development of a FEMA part, information regarding FEMA's functional responsibilities was collected from several sources: the Draft E.O. 11490; FEMA and other agency comments on the Draft; and, E.O.'s 11051, 10480, 12046 and 12148.

The information collected concerning FEMA responsibilities and functions was analyzed to develop a preliminary framework of function areas, shown in Table 4.1. The function area categories were further decomposed into subtopics with references to agency comments and E.O.'s, as presented in Table 4.2.

The structure portrayed in these tables is not intended as a final framework. The tables represent a preliminary framework of FEMA's function areas, produced to assist in beginning work on drafting a FEMA part.

Table 4.1

FEMA FUNCTION AREA CATEGORIES

F 1 GENERAL FUNCTION AREAS

- F 1.1 Overall Planning
- F 1.2 Supporting Relationships
- F 1.3 Continuity of Government

F 2 PROTECTION FUNCTION AREAS

- F 2.1 Terrorism & Law
- F 2.2 Population Protection & Civil Defense
- F 2.3 Information & Communication

F 3 PRODUCTION FUNCTION AREAS

- F 3.1 Industry & Resources
- F 3.2 Workforce
- F 3.3 Financial

Table 4.2

FEMA FUNCTION AREA REFERENCES

F 1 GENERAL FUNCTION AREAS

F 1.1 OVERALL PLANNING

F 1.1.1 GUIDE RESEARCH, PLANNING & PREPARATION INCLUDING LEGISLATION

E.O. 11490(D)* - 102(a),(b)
 - 3504
 - 3508(1)
E.O. 10480 - 101(a)
E.O. 12148 - 2-101
 - 2-201
FEMA/RO/REGION IX, Vickers p.1, para. 1(1),(3),(4)
E.O. 11051(R)* - 205; 301(1),(2); 302; 303

F 1.1.2 TRAINING, PERFORMANCE REVIEW, TEST, EVALUATION, AND REPORTING

E.O. 11490(D) - 103; E.O. 11051(R) - 205; 209
E.O. 12148 - 2-102
 - 2-105
FEMA/RO/REGION IX, Vickers, p.1, para. 1(2)
FEMA/RO/REGION IV, May, Spec. Comment No. 2
FEMA/TE, Villella, p.1, para. 2 and 5
DOD, Alderman, pp.1 and 2, bottom (challenges "evaluate")
and p.3 references to Sections 103

F 1.1.3 COORD. EMERGENCY OPERATIONS

FEMA/RO/REGION IX, Vickers, p.1, para. 1(4), although
ambiguous

F 1.1.4 ASSIGN, TRANSFER FUNCTIONS, DISPUTES RESOLUTION

E.O. 11490(D) - 3513
E.O. 11051(R) - 201(b), 301(3); 302

F 1.1.5 FEDERAL EMERGENCY MGT. COUNCIL & PRES. ADVICE

E.O. 12148 - Sec. 3
E.O. 11051(R) - 101(a); 201(a)(1)
DOD, Alderman 9/13/82, p.3 Re: Section 103

*Note: E.O. 11490(D) means the 5 Jan 82 draft version; all section numbers
used here are the new ones in that draft.
E.O. 11051(R) means revoked, yet functions may still be relevant.

F 1.2 SUPPORTING RELATIONSHIPS

F 1.2.1 AGENCY SUPPORT TO FEMA C.D. PROGRAM*

E.O. 11490(D) - 804
 - 904(2)
 - 1205
E.O. 12148 - 2-206
DOEd, Jones, p.2, Function 2

F 1.2.2 AGENCY SUPPORT TO FEMA EMERGENCY MGT. PLANNING*

E.O. 11490(D) - 1103; 1104
E.O. 12148 - 2-206

F 1.2.3 FEMA SUPPORT TO STATE AND LOCAL GOV'TS

E.O. 12148 - 2-104
E.O. 11051(R) - 208
 - 405
FEMA/TE, Villella, p.1
DOEd, Jones, 9/24/82, p.2, Function (2)

F 1.2.4 OVERSIGHT OF FEMA BY DOD, NSC

E.O. 12148 - 2-204

F 1.2.5 MILITARY SUPPORT TO CIVIL AGENCIES AND NON-MILITARY SUPPORT TO DEFENSE

E.O. 11490(D) - 401(19)
E.O. 12148 - 2-205
E.O. 11051(R) - 101(b)
 - 301(5)
 - 307
FEMA/RO/REGION V, Montfort, p.2, General Comment on Part 4.
FEMA/RO/REGION IX, Vickers, p.1, Paras 2(a), 2(b)

F 1.3 CONTINUITY OF GOVERNMENT

E.O. 11051(R) - 304
E.O. 11490(D) - 102(b)

F 1.3.1 GOVERNMENT WORKERS AND EXECUTIVE RESERVE

E.O. 11051(R) - 305
FEMA/RO/REGION V, Montfort, p.2, Part 6
E.O. 11490(D) - 3508(4)

* The references to these broad FEMA programs may help to identify more specific responsibilities for FEMA.

F 1.3.2 LINES OF SUCCESSION AND ALTERNATE SITES

E.O. 11051(R) - 304

F 1.3.3 PROTECTION OF GOV'T RESOURCES AND RECORDS

E.O. 11051(R) - 304

F 2 PROTECTION FUNCTION AREAS

F 2.1 TERRORISM AND LAW

F 2.1.1 TERRORISM, SABOTAGE, SUBVERSION

E.O. 11490(D) - 102(c)
FEMA/EX ADM, p.1(2) c. 8/11/82
FEMA/PA & E, Newton, 7/22/82
FEMA/NP-RP, Oliver, 8/5/82, p.1
FEMA/G.C., Jett, Comment 4
FEMA/SL, Volland, 8/23/82, p.1, Comment 2
FEMA/RO/REGION I, Cassidy, 3/18/82, p.2
FEMA/RO/REGION III, Brucker, 8/3/82, Comment c.
DOJ, Rubino, 8/16/82, p.1, Suggested Chg #2
FBI, Bayse, 10/12/82
DOL, McLaughlin, 8/13,16/82, p.2 of Comments Re: 102(c)
DOS 10/4/82
DOD, Alderman, p.3, comment abt "page 5"

F 2.1.2 CIVIL DISORDER

E.O. 11490(D) - 102(c)
FEMA/NP-MP-CSD, McNeill, 6/7/82
FEMA/NP-CP, Crawford, p.1

F 2.1.3 LAW ENFORCEMENT AND LEGAL POWERS

E.O. 11490(D) - 501(6)
- 502(1)

F 2.1.4 FACILITIES PROTECTION

E.O. 11490(D) - 401(14), (21)
- 3502(1)
E.O. 11051(R) - 206
DOC/ITA, Richards, 9/10/82, p.1, para. 1
DOD, Alderman, 9/13/82, p.21, Re: p.66 2102(11)
FEMA/SL, Volland, 8/23/82, p.2, para. 3, Re: p.66,
2102(11)

F 2.2 POPULATION PROTECTION AND CIVIL DEFENSE

E.O. 11051(R) - 207
FEMA/NP-CP, Crawford, p.1

F 2.2.1 FALLOUT AND SHELTERS

E.O. 11490(D) - 3502(3), (4)
FEMA/SL, Volland, 8/23/82, p.2, para. 3, Re: p.66,
2102(11)
FEMA/RO/REGION I, Cassidy, 3/18/82, p.3, Re: p.42
FEMA/NP-CP, Crawford, p.1
DOC/NOAA, Weaver, 8/16/82, p.2(1)(c)
HUD, Monihan, 8/16/82, Comments on 1205(3)
DOD, Alderman, 9/13/82, p.21 Re: p.66, 2102(11)

F 2.2.2 FIRE PROTECTION

FEMA/TE, Villella, 8/27/82, p.1

F 2.2.3 MEDICAL

E.O. 11490(D) - 501(11)
- 1102(2)
- 1103(4)
FEMA/TE, Villella, 8/27/82, p.1
VA, Nimmo, 8/11/82, p.2, sec. 3202

F 2.2.4 POPULATION RELOCATION

FEMA/NP-CP, Crawford, p.1
DOEd, Jones, 9/24/82, p.2, Function (2)

F 2.2.5 REPATRIATION

DHHS, Doherty, 8/19/82, part 11 rewrite, p.5, sec. 1104(3)

F 2.3 INFORMATION AND COMMUNICATION

F 2.3.1 DAMAGE ASSESSMENT

E.O. 11490(D) - 903(2)
- 3502(2)
DOEd, Jones, 9/24/82, p.6, Function (6)

F 2.3.2 PUBLIC INFORMATION AND CENSORSHIP

E.O. 11490(D) - 3510
E.O. 11051(R) - 301(3)
FEMA/OPA, Holton, 8/3/82, 5/20/82, p.1

F 2.3.3 TELECOMMUNICATIONS AND MAIL

E.O. 12046-5-3
E.O. 11051(R) - 301(4)
- 306
- 406
FEMA/PA & E, Newton, 7/22/82, p.1
FEMA/RO/REGION IX, Vickers, p.2

F 3 PRODUCTION FUNCTION AREAS

F 3.1 INDUSTRY & RESOURCES

F 3.1.1 RESOURCE REQUIREMENTS, ACQUISITION, AND STOCKPILING

E.O. 11490(D) - 2102(8)
- 2104
- 3505
E.O. 11051(R) - 201(a)(2),(3),(4)
- 202
- 402
- 403

F 3.1.2 RESOURCE ALLOCATION AND PRODUCTION PRIORITIES

E.O. 11490(D) - 401(3),(4),(5),(9)
- 2103
- 3501
E.O. 10480 - 101(a)
E.O. 11051(R) - 203
- 204

F 3.1.3 ENERGY RESOURCES

DOE, Winkler, 9/22/82, Rewrite of Part 14, Sec. 1401(3)(a)

F 3.1.4 TRANSPORTATION

FEMA/NO/REGION V, Montfort, 8/4/82, p.2, Part 4 General
Comment

F 3.1.5 IMPORT CONTROL

E.O. 11051(R) - 404

F 3.2 WORK FORCE

F 3.2.1 NATIONAL MANPOWER POLICY

E.O. 11490(D) - 401(16)

F 3.2.2 EMERGENCY SECURITY STANDARDS

E.O. 11490(D) - 501(10)
DOD, Alderman, p.12 comment on p.16, para. (10)

F 3.3 FINANCIAL

F 3.3.1 ECONOMIC CONTROL AND STABILIZATION

E.O. 11490(D) - 1901
- 3001(5)
- 3506
E.O. 11051(R) - 301(3)
OPM, Nesterchuk, 8/6/82, Attachment 1, Sec. 2801(4)

F 3.3.2 WAR LOSSES

E.O. 11490(D) - 1902

F 3.3.3 DEFENSE PRODUCTION LOANS

E.O. 11490(D) - 401(10)

Section 5

PRELIMINARY COMMUNICATIONS FRAMEWORK

There are several areas of emergency preparedness planning in which the complexity and importance of the functional interdependencies warrant extraordinary management attention. The graphic planning technique of structured analysis, which provides the needed management visibility, was applied for demonstration to one of the most complex and critical emergency functions--telecommunications.

The telecommunications function is needed to serve virtually all government and private activities, before, during, and after any type of emergency. Ownership and management of the total national telecommunications resource is widely distributed. And, descriptions of operations, functions, and emergency preparedness responsibilities appear in numerous laws and directives. On the whole, the telecommunications area presents a multidimensional analysis task in which no single model can provide adequate description for all planners and managers.

In this effort, we have developed three preliminary models of communications. The first two, Operations (OPS) and Preparation (PREP), are generic models which attempt to capture a wide variety of responsibilities. The third, War Powers (WP), focuses on a specific responsibility area and demonstrates the need for multiple viewpoints of the same functional area.

The structured analysis language employed in these models is known as IDEF \emptyset (Integrated Definition Language), and the following paragraphs briefly describe the language and the three Communications models presented in this report.

IDEF \emptyset is the official language used by the Air Force for defining particularly complex war preparation and operations concepts, and even aerospace manufacturing processes. The language focuses on activities (boxes), and their interdependencies (arrows). The syntax is straightforward: arrows into the left side of a box are the inputs to be acted upon by the activity; arrows into the top are controls or guiding information, arrows into the bottom are mechanisms (tools, resources, or agencies) responsible for accomplishing the activity; dashed arrows into the bottom from the top of another box indicate an important sub-activity; and, arrows out of the right side are the outputs produced by the activity.

In each model we start with the single overall activity, showing its inputs, controls, and outputs. This is to provide an understanding of the model's bounds or scope. Figure 5.1(a) shows the boundary of the "OPS" model, Figure 5.2(a) the "PREP" model, and Figure 5.3(a) the "WP" model.

For context, the second diagram (called "A minus 1") shows the major interdependent activities surrounding the activity of interest. In the cases of the generic "OPS" and "PREP" models, it was possible to link both activities of interest on the same context diagram, Figures 5.1(b) and 5.2(b).

Following the context diagram, the models have diagrams which detail their respective activities of interest. The first such detail drawing (called the "A zero") always shows the breakout of the main activity (Figures 5.1(c), 5.2(c), 5.3(c)).

Further detailing is accomplished for selected sub-activities. If an "A number" code appears beneath any sub-activity box on a diagram, it indicates there exists an additional diagram which details that sub-activity. In the OPS model, (Fig. 5.1(c)) the codes indicate there are detailed drawings for each of the three main sub-activities; A1 Direct Emergency Communications, A2 Provide Emergency Capability, and A3 Provide Emergency Service. Note that the dotted arrow is a bi-directional information flow: A1 provides "Direction" to A2 and A3, and it receives "Status" back.

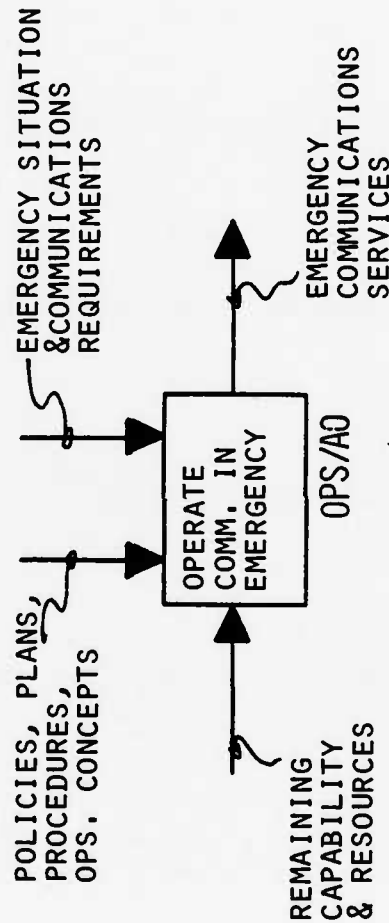
While it would be possible to indicate agency responsibility areas in the generic "OPS" and "PREP" models, specific responsibilities cannot be shown clearly until these models are further detailed and validated. However, the "WP" model is detailed enough to show the basic communications war powers responsibilities of the President.

We have chosen to partition the top-level activity into directing and executing the war powers (Fig. 5.3(c)). These two sub-activities are further described in Figures 5.3(d) and (e) respectively. These diagrams are derived from the functions described in 47 USCS 606 "War Powers of President." Note, however, that Fig. 5.3(d) takes a viewpoint which shows the types of powers the President has. There is another

important viewpoint provided by E.O. 12046 which explains how and by whom the War Powers are ordered. This viewpoint is shown in Fig. 5.3(f).

Specific topic models such as the "WP" model can be used to address the linking of preparation activities to the emergency activities they support. In Fig. 5.3(g) we have shown the relevant preparation functions called out by E.O. 12046. At a more detailed and broader level, this approach could clearly portray each agency's preparation responsibilities in light of the overall emergency system being supported.

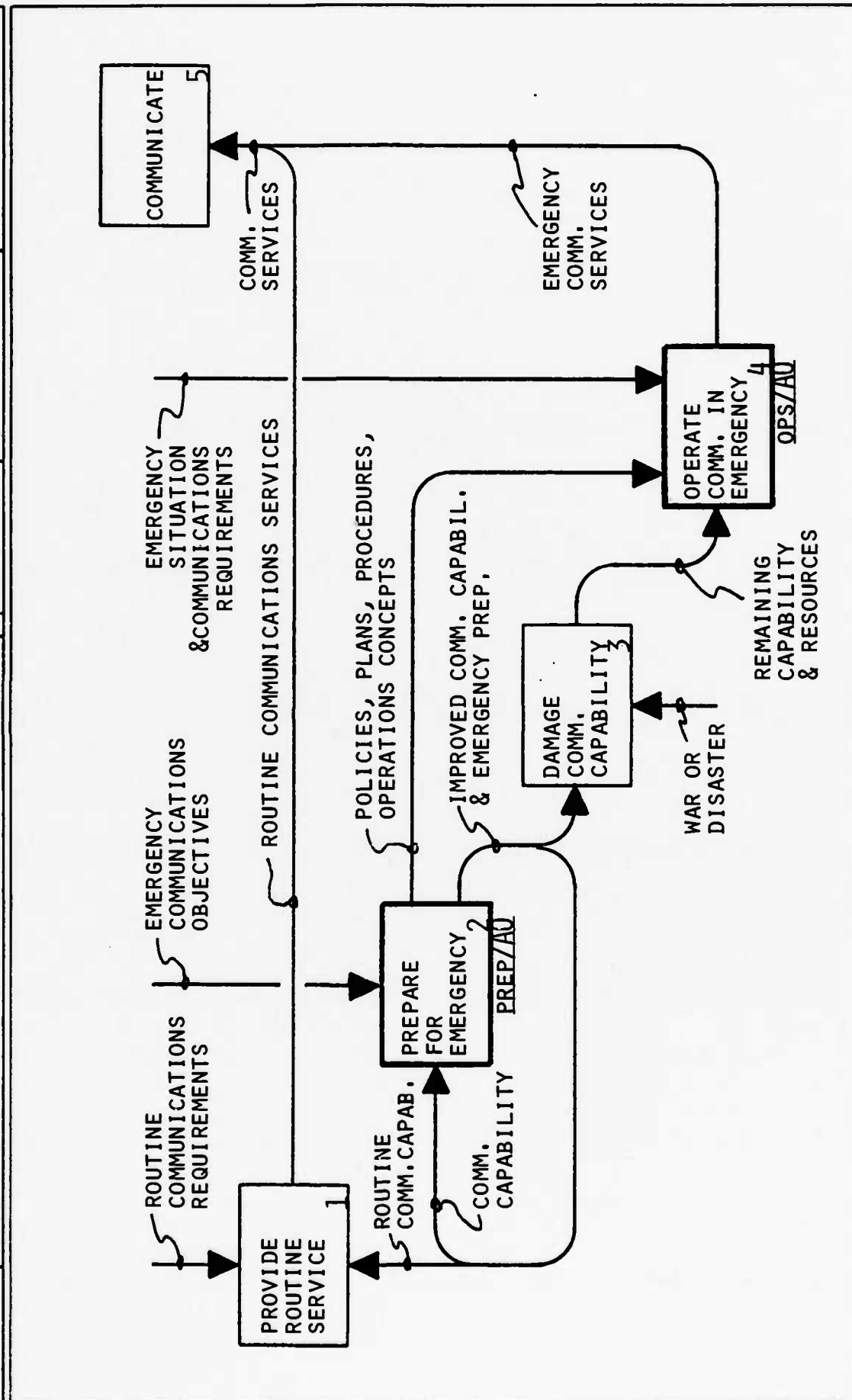
USED AT:	AUTHOR: Downey & Small Assoc.		DATE: 1/30/83		WORKING		READER		DATE		CONTEXT:	
	PROJECT: Preliminary Emergency Planning Framework		REV:		DRAFT							
	NOTES: 1 2 3 4 5 6 7 8 9 10				RECOMMENDED							
					PUBLICATION							



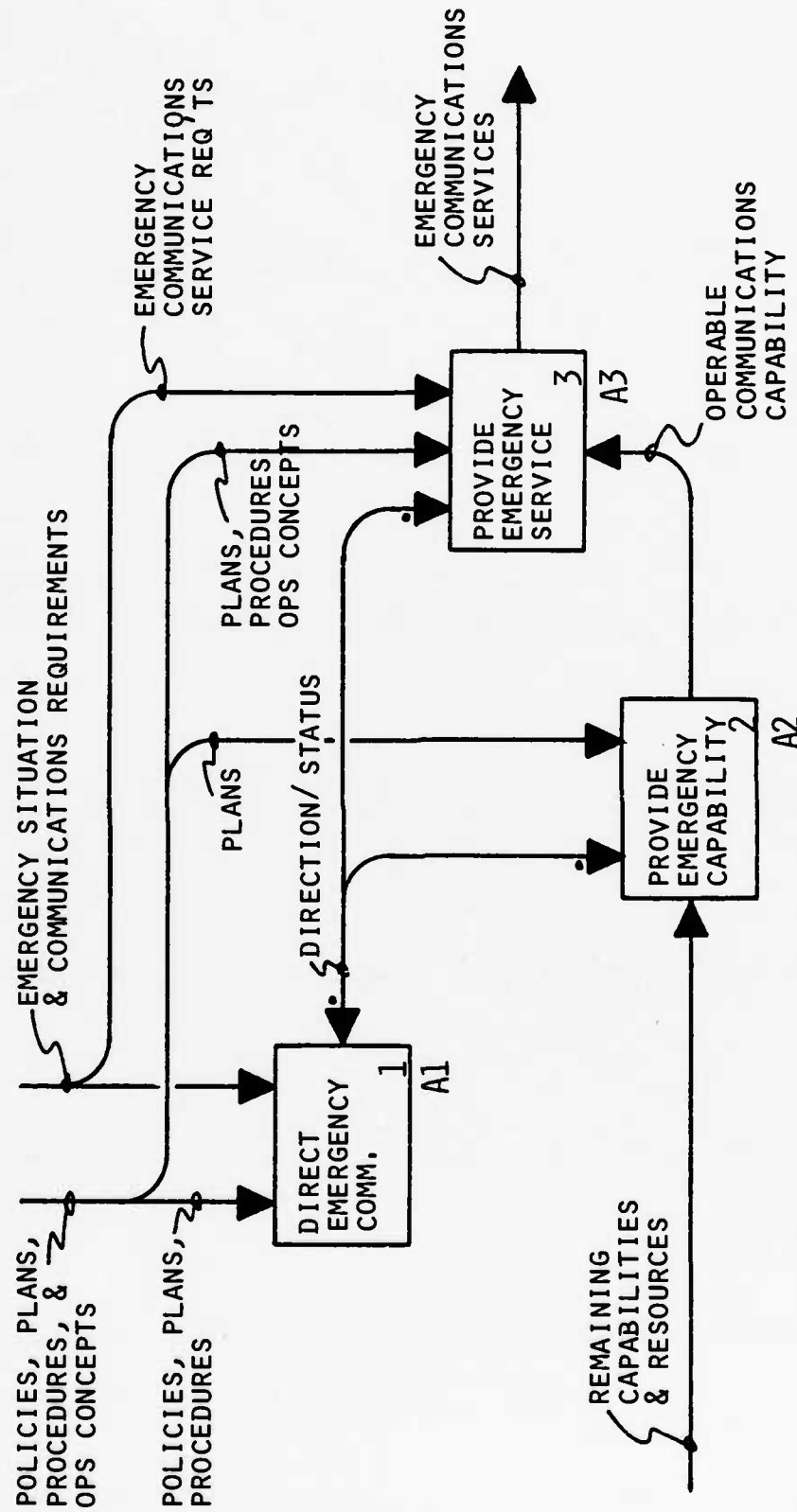
NODE: OPS/A-0	TITLE: BOUNDARY OF "OPERATE COMMUNICATIONS IN EMERGENCY"	NUMBER: FIG.5.1(A)
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USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING	READER	DATE	CONTEXT:
		REV:	DRAFT			
			RECOMMENDED			
			PUBLICATION			

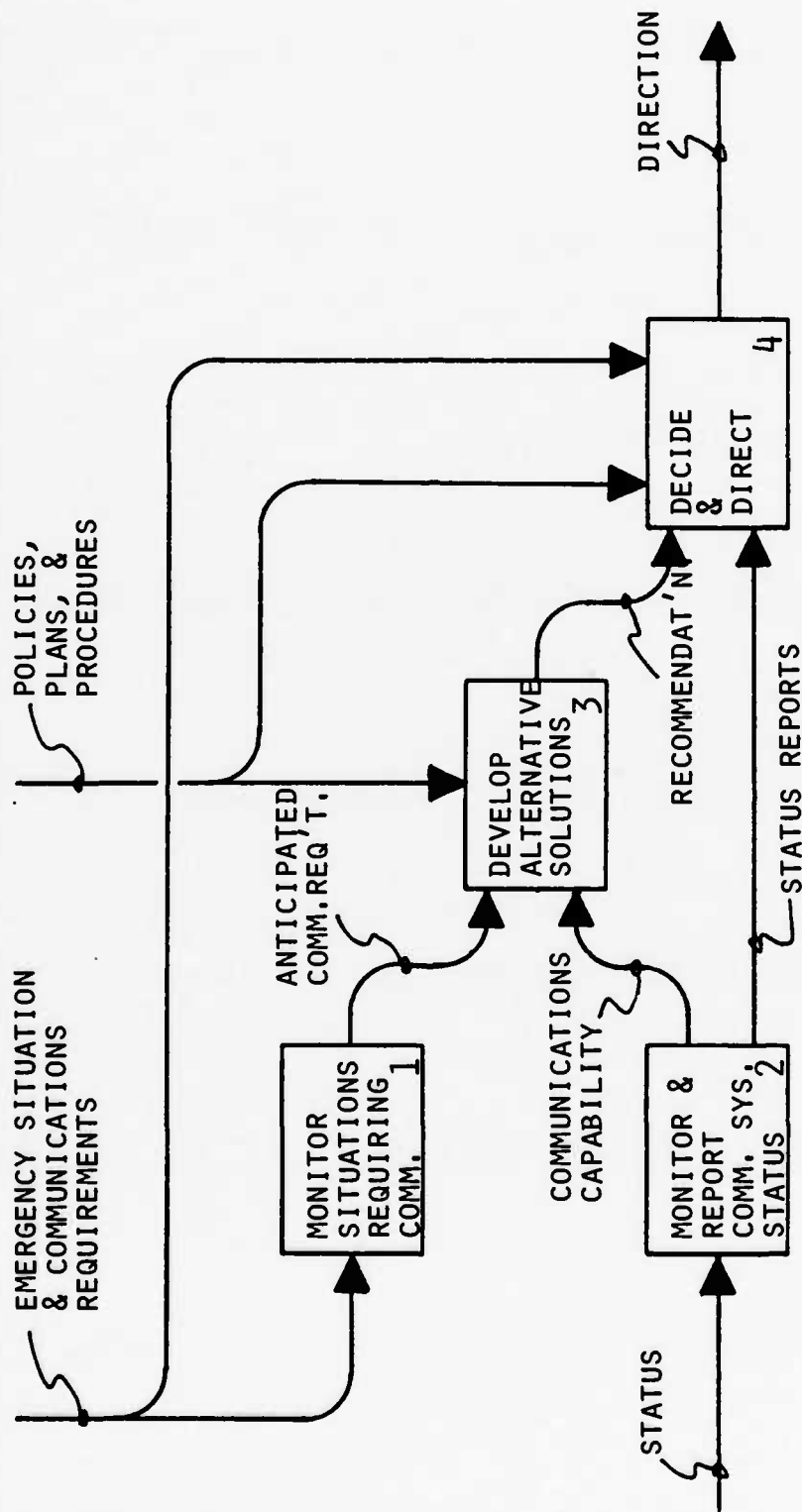
NOTES: 1 2 3 4 5 6 7 8 9 10



USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83 REV:	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10			RECOMMENDED			
			PUBLICATION			

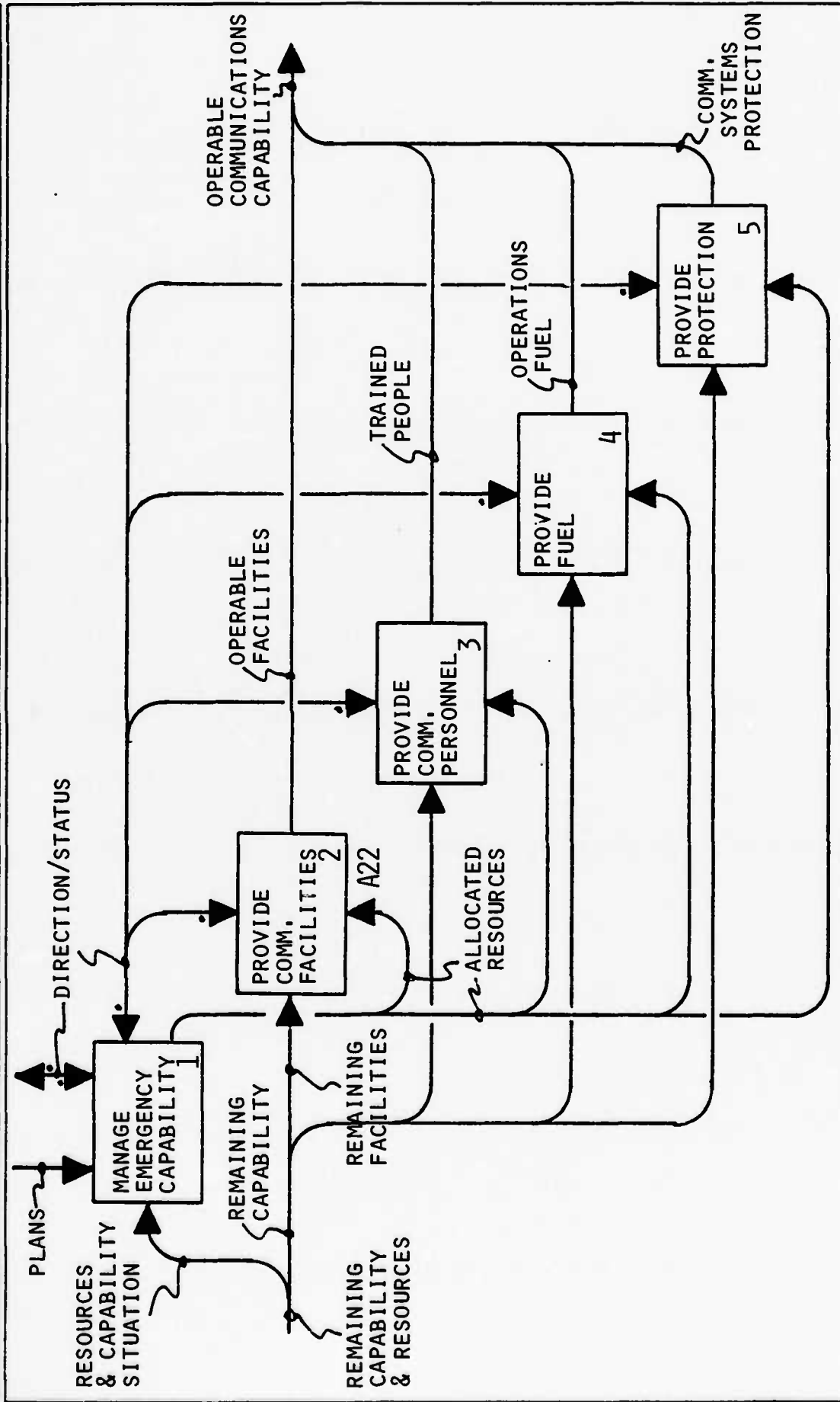


USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING DRAFT	READER	DATE	CONTEXT:
		REV:	RECOMMENDED			
			PUBLICATION			
NOTES:	1 2 3 4 5 6 7 8 9 10					



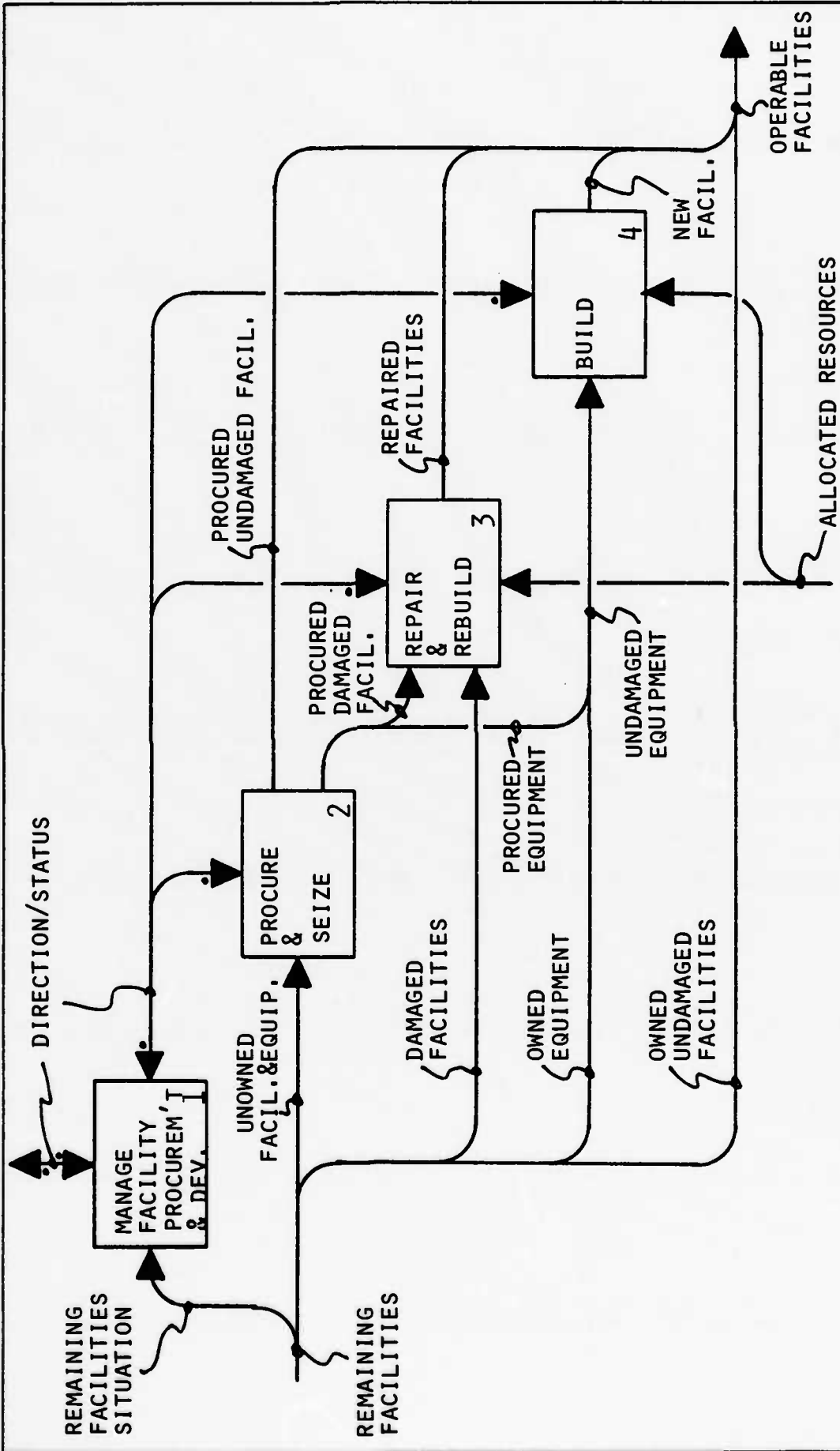
ST252

USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83 REV:	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10			RECOMMENDED			
			PUBLICATION			



NODE: OPS/A2	TITLE: PROVIDE EMERGENCY CAPABILITY	NUMBER: FIG.5.1(E)
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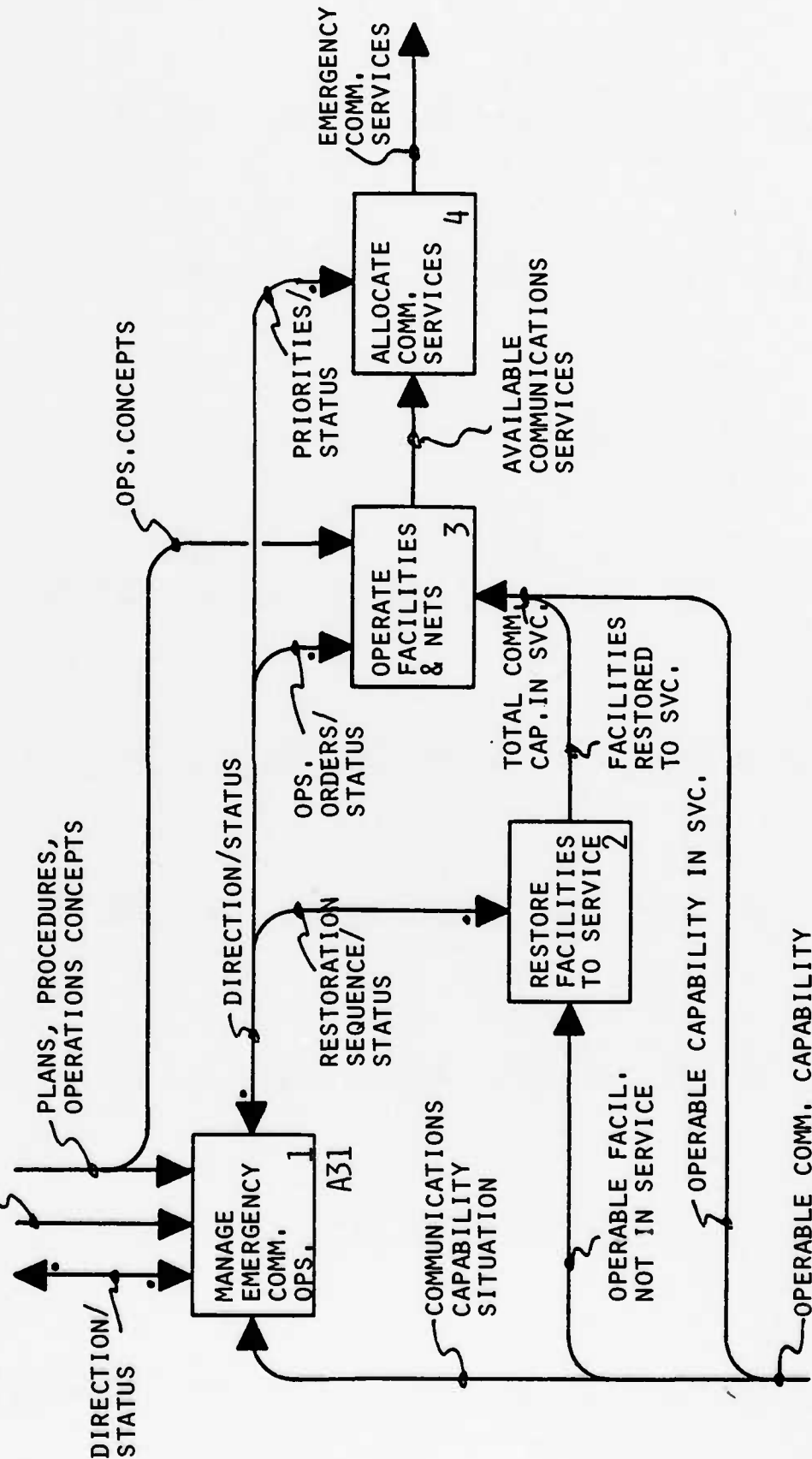
USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83 REV:	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10			RECOMMENDED			
			PUBLICATION			



USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/85	WORKING <input checked="" type="checkbox"/>	READER	DATE	CONTEXT:
		REV:	DRAFT			
			RECOMMENDED			
			PUBLICATION			

NOTES: 1 2 3 4 5 6 7 8 9 10

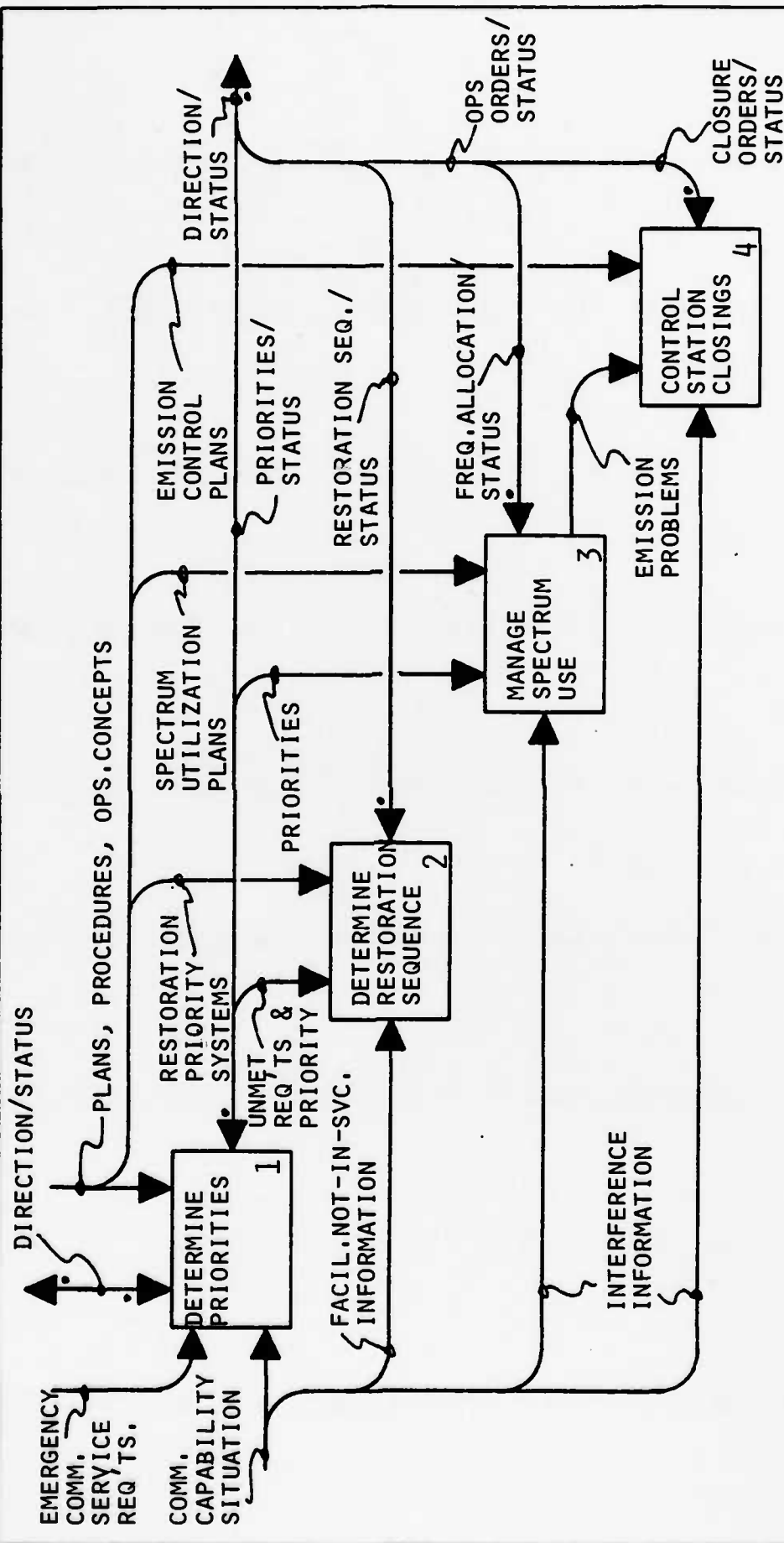
EMERGENCY COMM. SERVICE REQ'TS.



MODE: OPS/A3	TITLE: PROVIDE EMERGENCY SERVICE	NUMBER: FIG.5.1(G)
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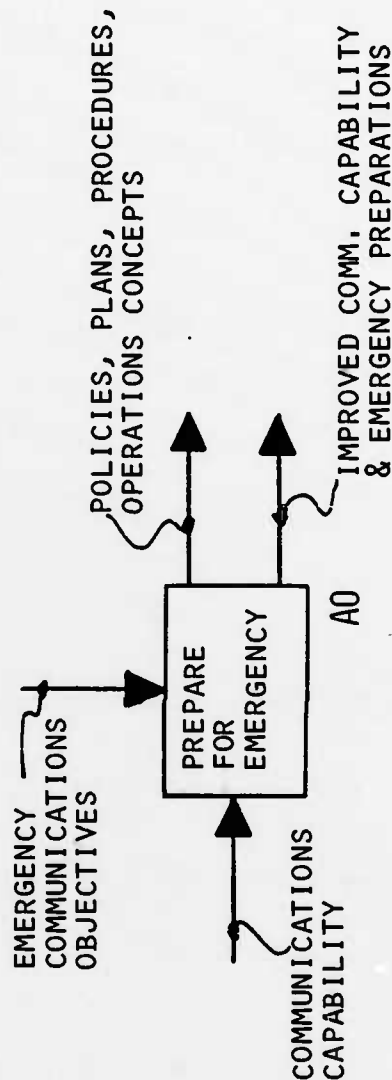
USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83 REV:	WORKING DRAFT	READER	DATE	CONTEXT:
			RECOMMENDED			
			PUBLICATION			

NOTES: 1 2 3 4 5 6 7 8 9 10



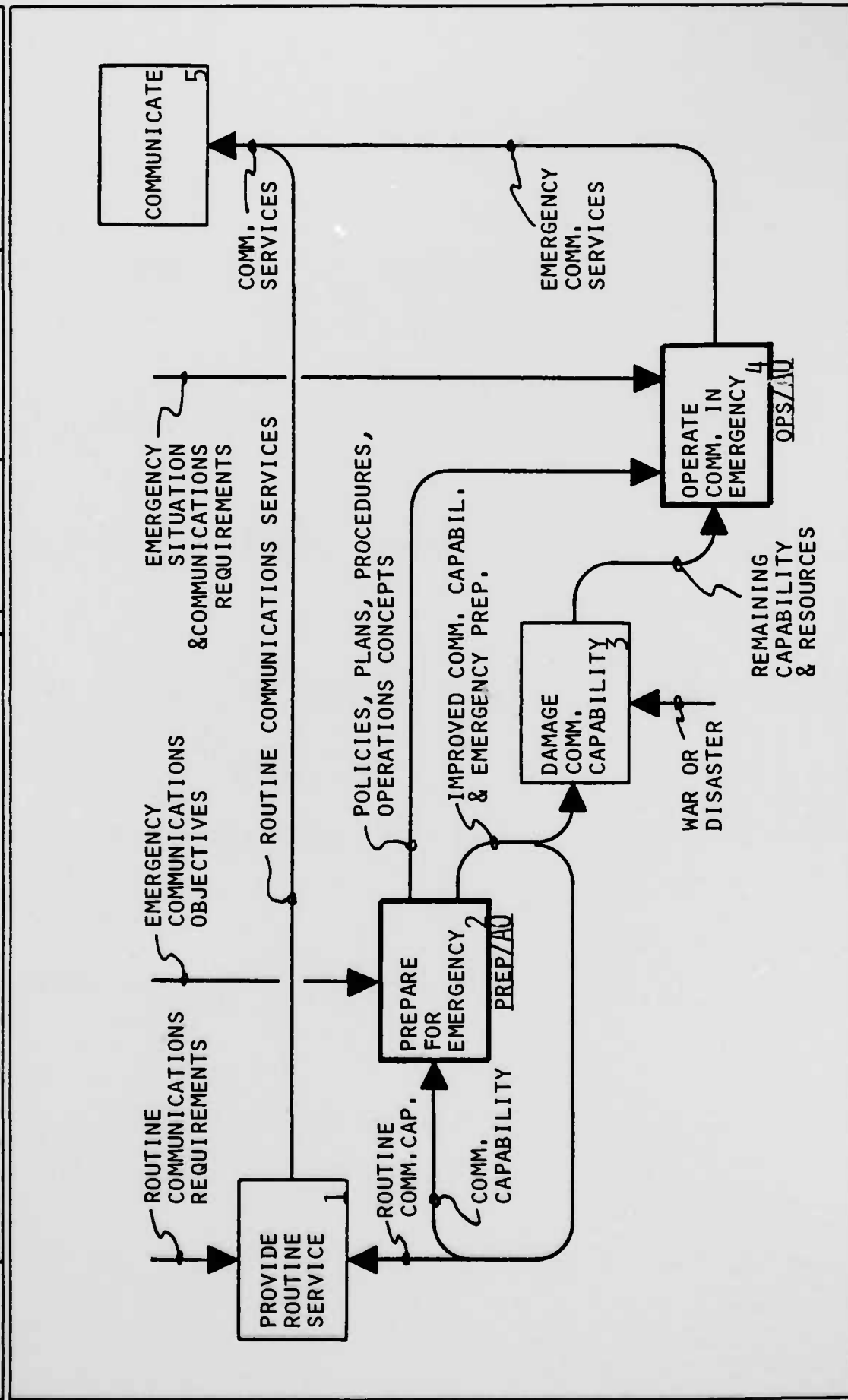
ST252

USED AT:	AUTHOR Downey & Small Assoc. PROJECT Preliminary Emergency Planning Framework	DATE: 1/30/83 REV:	WORKING <input checked="" type="checkbox"/>	READER	DATE	CONTEXT:
	NOTES: 1 2 3 4 5 6 7 8 9 10		DRAFT			
			RECOMMENDED			
			PUBLICATION			



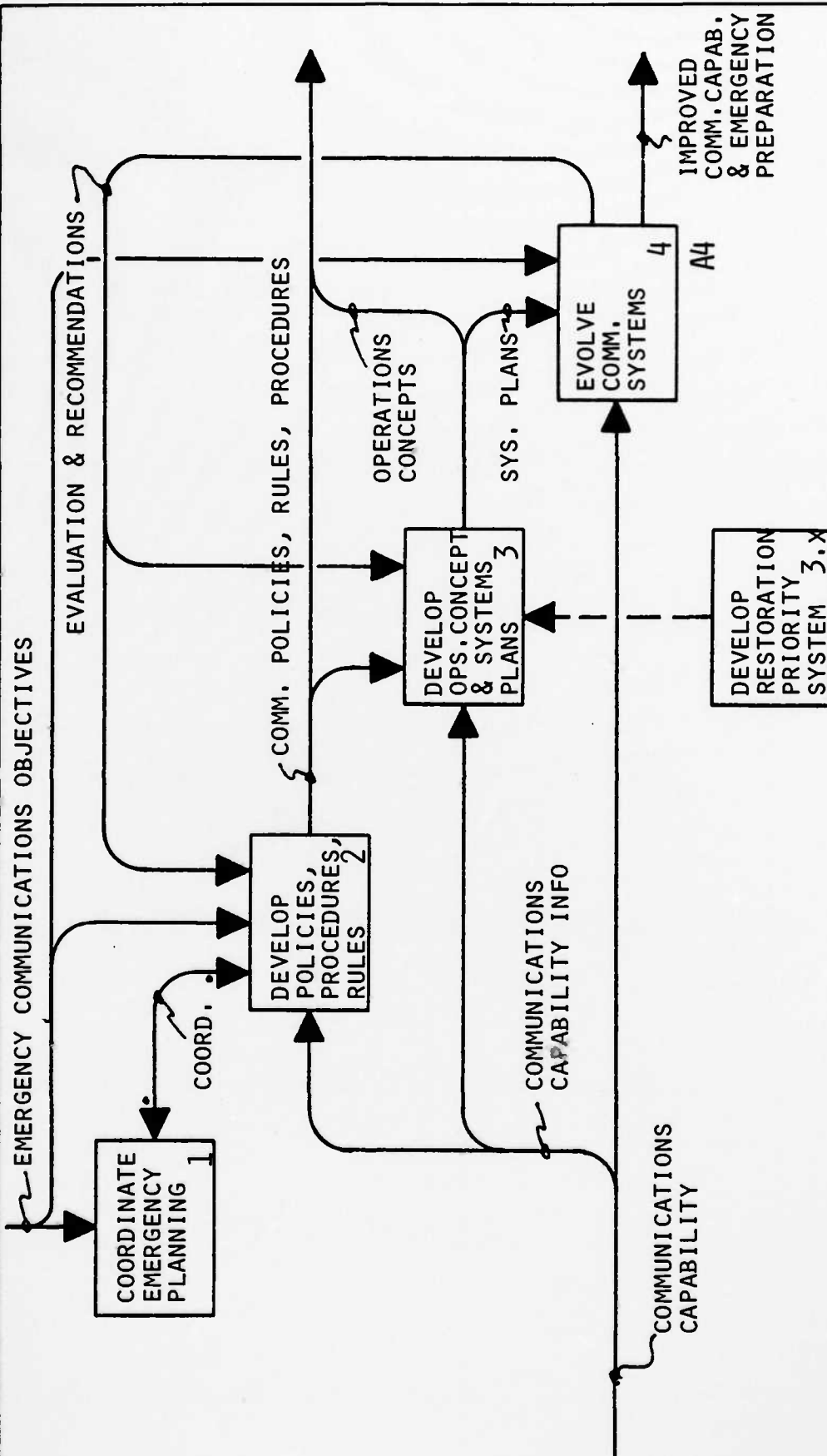
NODE: PREP/A-0	TITLE: BOUNDARY OF "PREPARE FOR EMERGENCY"	NUMBER: FIG. 5.2(A)
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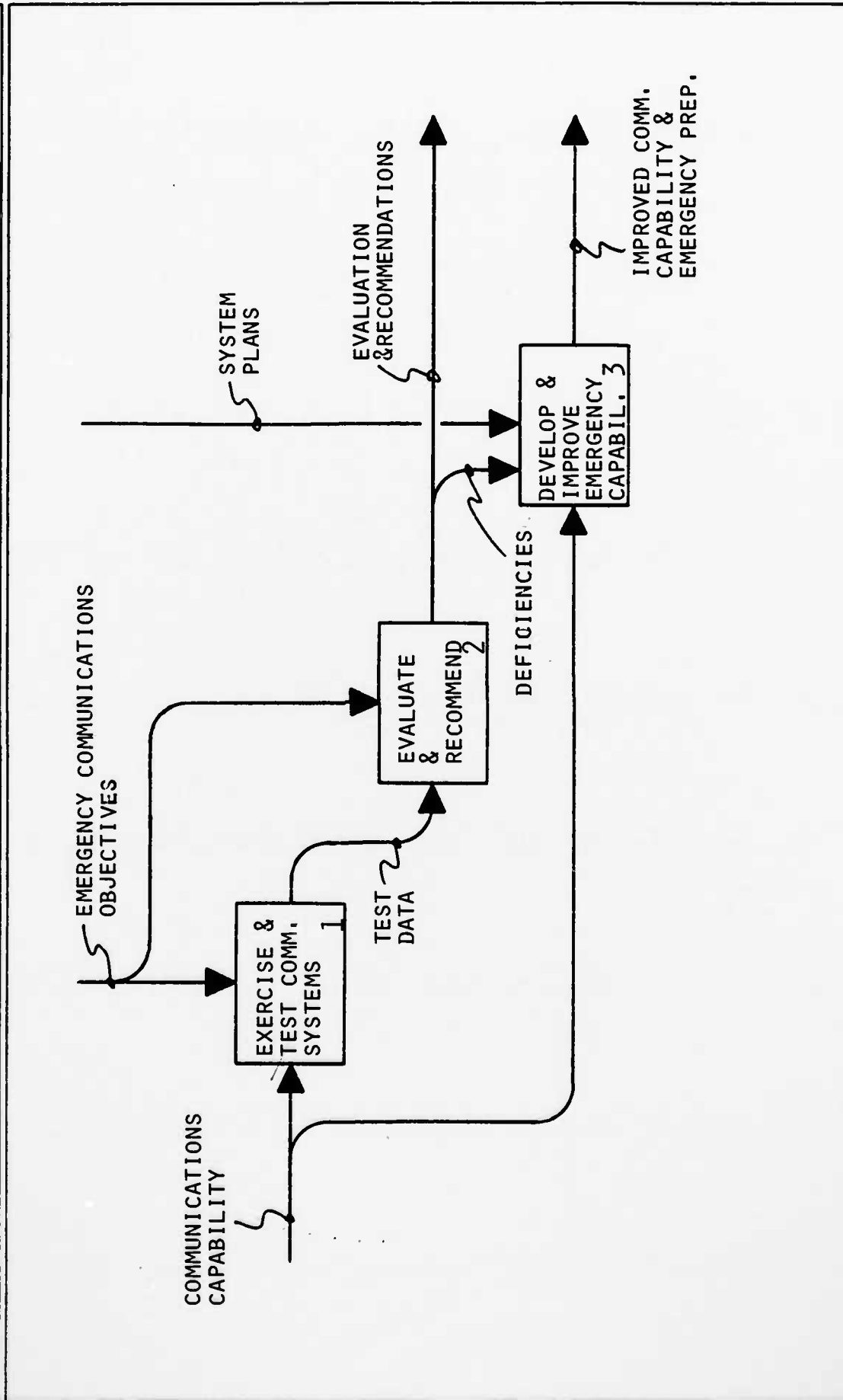
USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10		REV:	RECOMMENDED PUBLICATION			



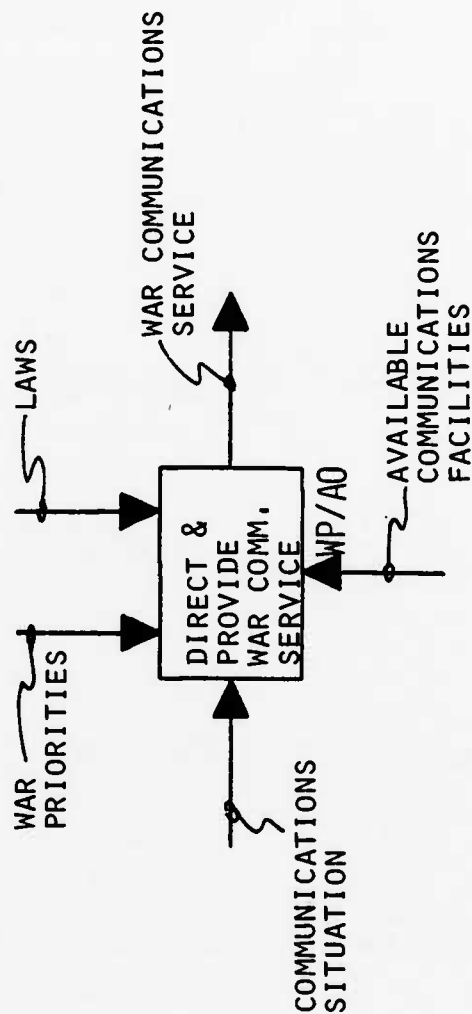
NODE: PREP/A-1	TITLE: PROVIDE AND USE COMMUNICATIONS	NUMBER: FIG. 5.2(B)
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USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10		REV:	RECOMMENDED			
			PUBLICATION			





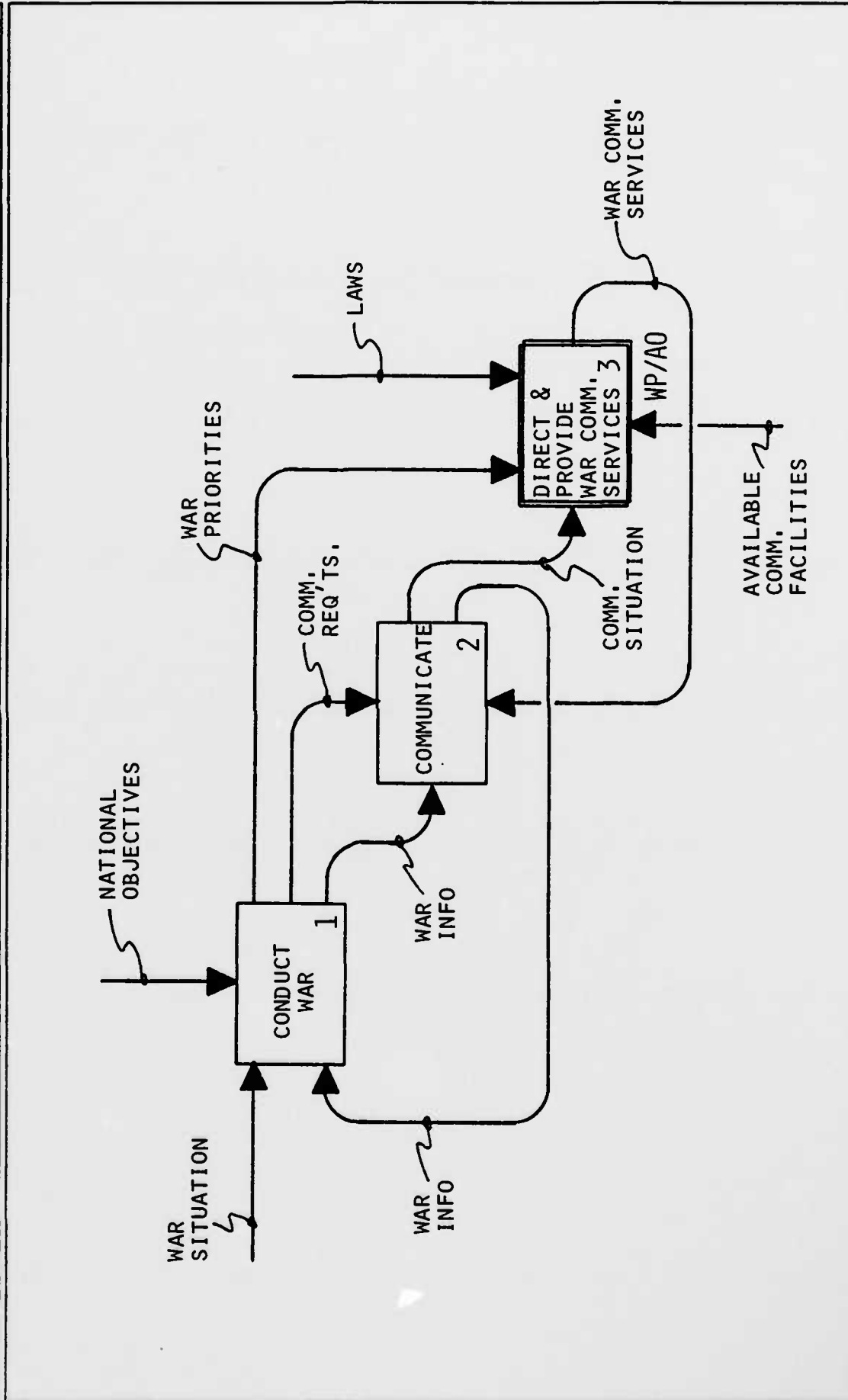
USED AT:	AUTHOR: Downey & Small Assoc. PROJECT: Preliminary Emergency Planning Framework	DATE: 1/30/83 REV:	WORKING DRAFT	READER	DATE	CONTEXT:
	NOTES: 1 2 3 4 5 6 7 8 9 10		RECOMMENDED			
			PUBLICATION			



NODE: WP/A-0	TITLE: BOUNDS ON "DIRECT & PROVIDE WAR COMM. SERVICE"	NUMBER: FIG.5.3(A)
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ST252

USED AT:	AUTHOR: D&S	DATE: 1/30/83	WORKING	READER	DATE	CONTEXT:
	PROJECT: PEPP	REV:	DRAFT			
NOTES: 1 2 3 4 5 6 7 8 9 10			RECOMMENDED			
			PUBLICATION			

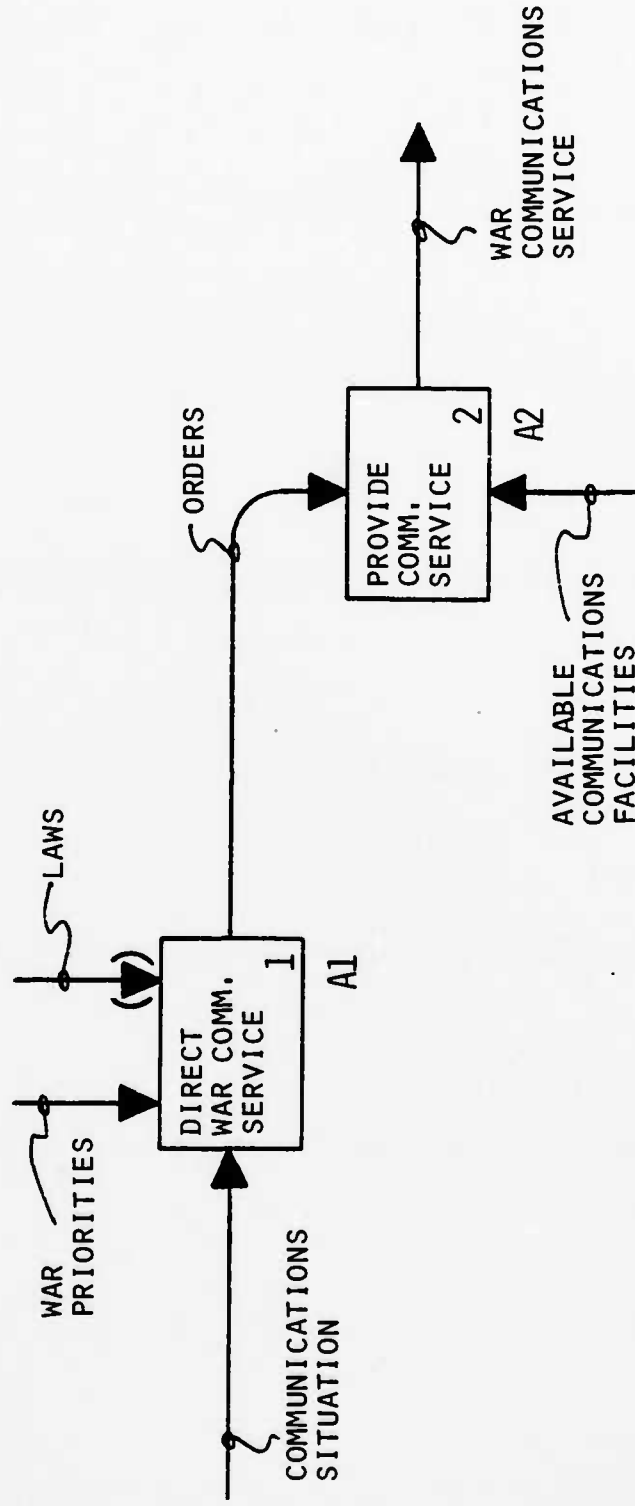


NODE: WP/A-1	TITLE: CONTEXT OF "DIRECT & PROVIDE WAR COMM. SVC."	NUMBER: FIG.5.3(B)
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ST252

USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83 REV:	X	WORKING	READER	DATE	CONTEXT:
				DRAFT			
				RECOMMENDED			
				PUBLICATION			

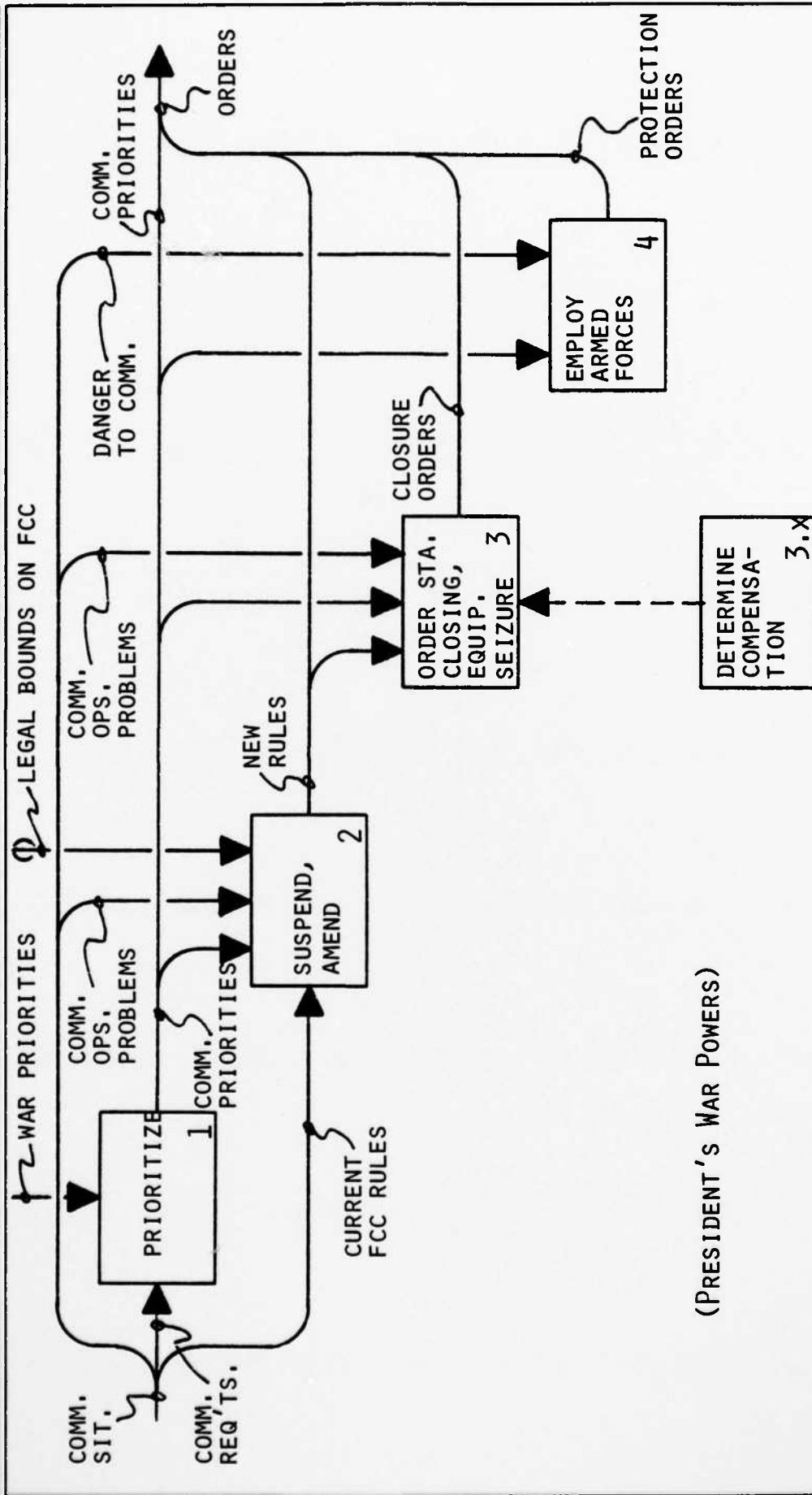
NOTES: 1 2 3 4 5 6 7 8 9 10



NODE: WP/A0	TITLE: DIRECT & PROVIDE WAR COMMUNICATIONS SERVICE	NUMBER: FIG. 5.3(c)
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USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING	READER	DATE	CONTEXT:
		REV:	DRAFT			
			RECOMMENDED			
			PUBLICATION			

NOTES: 1 2 3 4 5 6 7 8 9 10



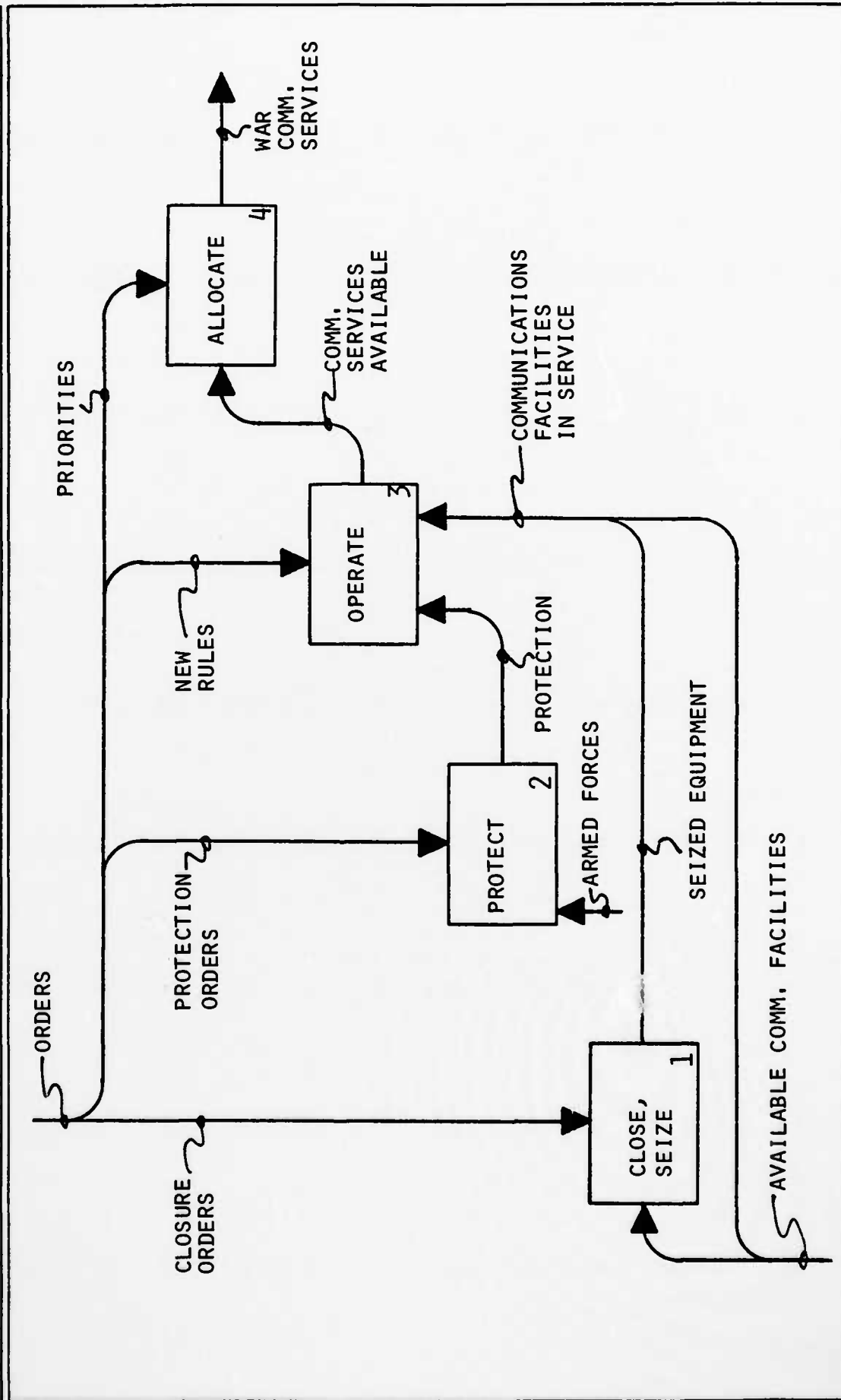
NODE: WP/AL/VP1

TITLE: DIRECT WAR COMMUNICATIONS SERVICE (COMM. ACT 1934)

NUMBER: FIG. 5.3(D)

ST252

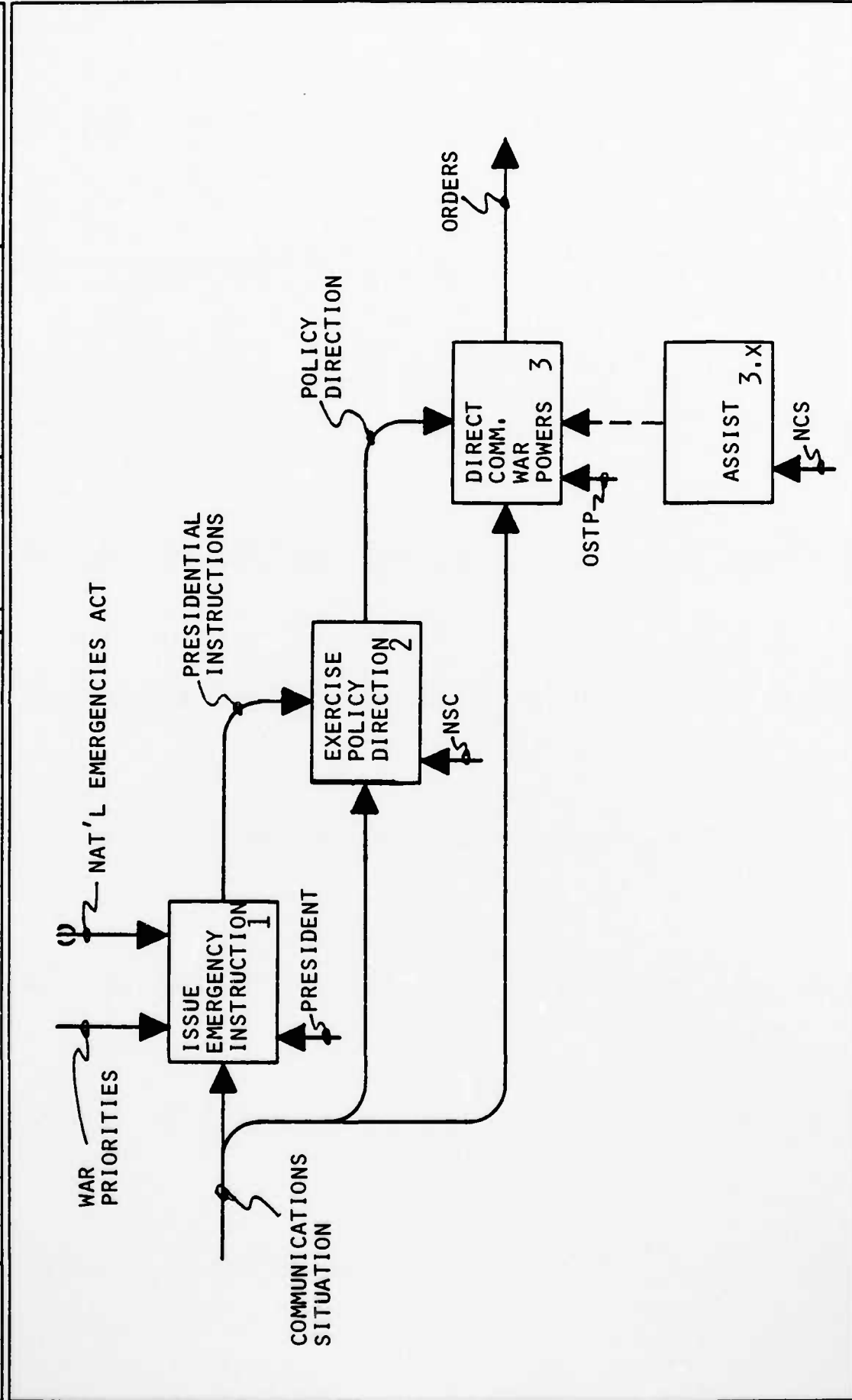
USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83 REV:	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10			RECOMMENDED			
			PUBLICATION			



NODE: WP/A2	TITLE: PROVIDE COMMUNICATIONS SERVICE	NUMBER: FIG.5.3(E)
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ST252

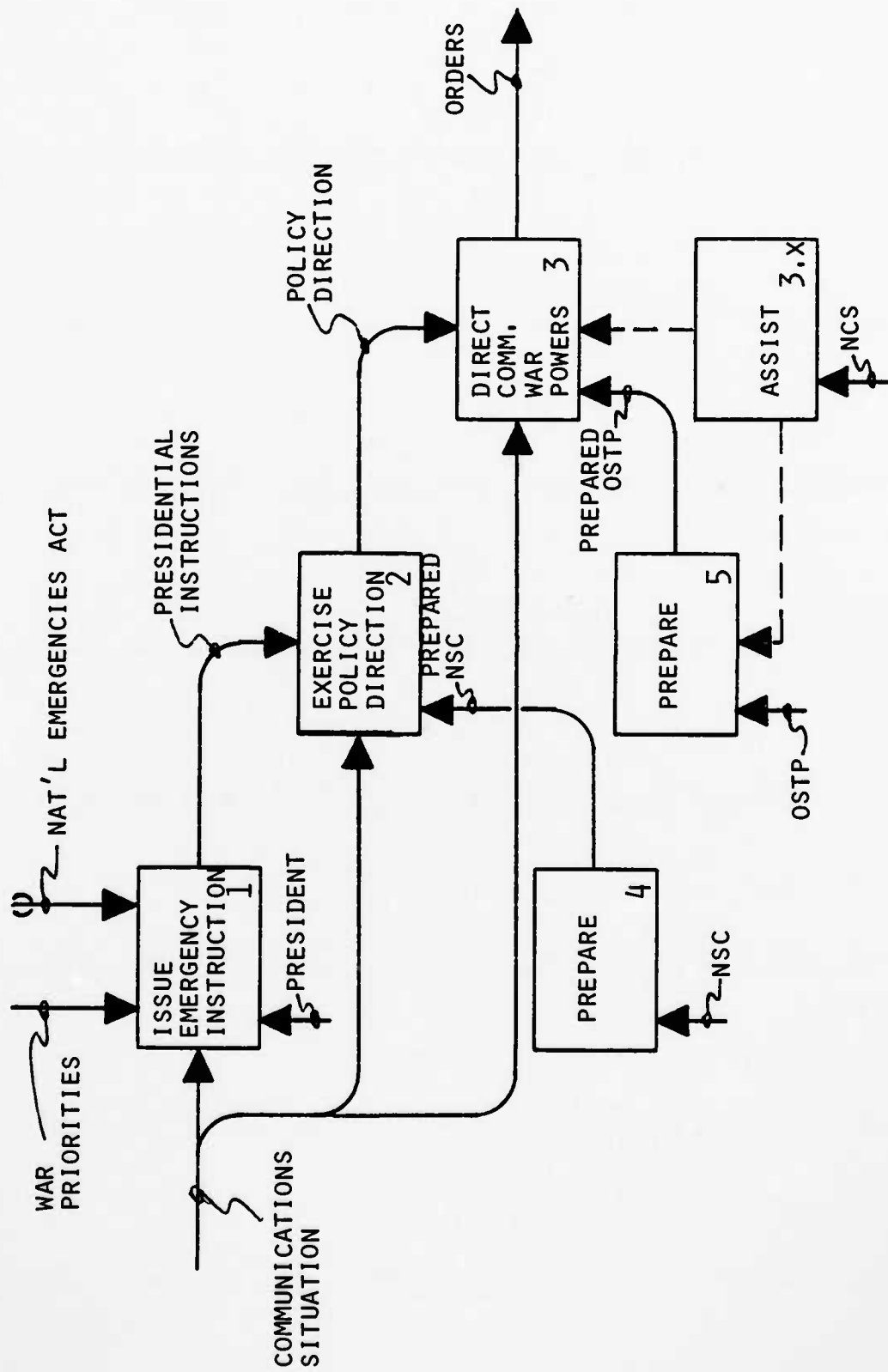
USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING DRAFT	READER	DATE	CONTEXT:
NOTES: 1 2 3 4 5 6 7 8 9 10		REV:	RECOMMENDED PUBLICATION			



NODE: WP/AL/VP2	TITLE: DIRECT WAR COMMUNICATIONS SERVICE (E.O. 12046)	NUMBER: FIG. 5.3(F)
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USED AT:	AUTHOR: D&S PROJECT: PEPF	DATE: 1/30/83	WORKING	READER	DATE	CONTEXT:
		REV:	DRAFT			
			RECOMMENDED			
			PUBLICATION			

NOTES: 1 2 3 4 5 6 7 8 9 10



Section 6

CONCLUSIONS AND RECOMMENDATIONS

The Draft Executive Order 11490 of January 5, 1982 does not present a functionally coherent order to the Federal Departments and agencies. While many of the issues raised by the reviewing agencies focus on important aspects of national emergency preparedness, the larger questions of overall completeness and functional interdependencies are not adequately addressed. We believe the contract effort described in this report has made an initial thrust toward that end.

The tables presented in Sections 2 and 3 are expected to assist FEMA in coordinating the resolution of interdependent issues. The tables in Section 4 provide an initial top-level framework for commencing development of a specific part containing FEMA responsibilities. And, the structured analysis diagrams in Section 5 constitute a preliminary graphic framework of the type that is needed to resolve the more complex interdependency issues. Such a graphic approach to the overall emergency mobilization area would also be valuable in evaluating completeness and determining relative funding priorities.

In order to improve future editions of E.O. 11490, we recommend the following:

- (1) A graphic mobilization planning framework should be developed to clearly show the functional interdependencies among emergency activities and their needed preparations.

- (2) The E.O. could provide cross referencing of all agency responsibilities to the planning framework recommended above. This would show each agency's role in the context of the total emergency mobilization preparedness program. It would also aid in identifying agency support and interface requirements.
- (3) Graphic frameworks of specific issue areas, such as telecommunications, should be developed to aid in clarifying the roles of involved agencies.

END

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